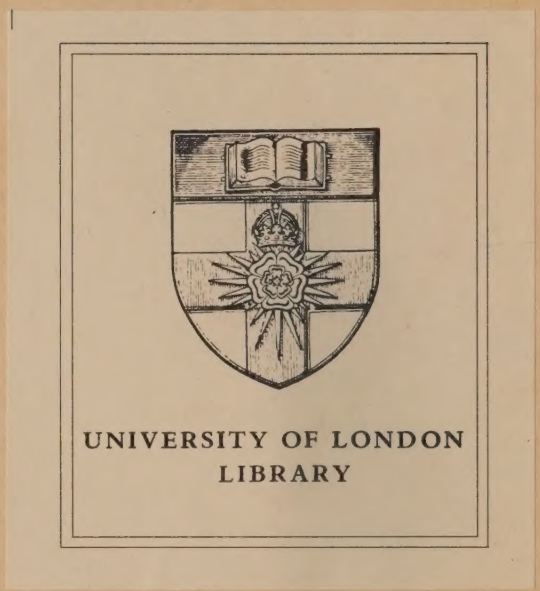
THIS BOOK
MUST NOT BE REMOVED
FROM THE LIBRARY

UNIVERSITY OF LONDON LIBRARY

PARL. PAPERS
REFERENCE ONLY.



609757

REPORTS

FROM

COMMITTEES:

SEVEN VOLUMES.

—*(6.)*—

MARKET GARDENERS' COMPENSATION BILL;
MERCHANDISE MARKS (FILES) BILL;
MUNICIPAL FRANCHISE (IRELAND) BILL;
PISTOLS BILL;
POLICE AND SANITARY REGULATIONS BILLS;
RATING OF MACHINERY BILL;
RETIRED SOLDIERS AND SAILORS' EMPLOYMENT;
ROYAL PATRIOTIC FUND;
RULE OF THE ROAD AT SEA;
SHOPS (EARLY CLOSING) BILL.

SESSION 1.—5 *February* 1895——6 *July* 1895.
SESSION 2.—12 *August* 1895——5 *September* 1895.

VOL. XII.

1895.

BIBL. LONDIN. UNIV.

REPORTS FROM COMMITTEES:

1895.

SEVEN VOLUMES:—CONTENTS OF THE

SIXTH VOLUME.

N.B.—*THE* Figures *at the* beginning of the line, *correspond with the* N° *at the foot of each* Report; *and the* Figures *at the* end of the line, *refer to the* MS. Paging *of the Volumes arranged for The House of Commons.*

MARKET GARDENERS' COMPENSATION BILL AND THE MARKET GARDENERS' COMPENSATION (No. 2) BILL.

185. Special Report and Reports from the Standing Committee on Trade on the Market Gardeners' Compensation Bill and the Market Gardeners' Compensation (No. 2) Bill; with the Proceedings of the Committee. p. 1

MERCHANDISE MARKS (FILES) BILL.

335. Special Report from the Select Committee on the Merchandise Marks (Files) Bill; together with the Proceedings of the Committee, Minutes of Evidence, and Appendix. 11

MUNICIPAL FRANCHISE (IRELAND) BILL.

208. Report from the Standing Committee on Law, and Courts of Justice, and Legal Procedure, on the Municipal Franchise (Ireland) Bill; with the Proceedings of the Committee. 79

PISTOLS BILL.

165. Report from the Standing Committee on Law, and Courts of Justice, and Legal Procedure, on the Pistols Bill; with the Proceedings of the Committee. 97

POLICE AND SANITARY REGULATIONS BILLS.

386. Special Report from the Select Committee on Police and Sanitary Regulations Bills; with the Proceedings of the Committee. 113

RATING OF MACHINERY BILL.

116. Report from the Standing Committee on Trade (including Agriculture and Fishing), Shipping and Manufactures, on the Rating of Machinery Bill; with the Proceedings of the Committee. 141

RETIRED SOLDIERS AND SAILORS' EMPLOYMENT.

338. Report from the Select Committee on Retired Soldiers and Sailors' Employment; with the Proceedings of the Committee, Minutes of Evidence, and Appendix. p. 149

ROYAL PATRIOTIC FUND.

347. Report from the Select Committtee on the Royal Patriotic Fund; with the Proceedings of the Committee, Minutes of Evidence, Appendix, and Index. 241

RULE OF THE ROAD AT SEA.

369. Report from the Select Committee on the Rule of the Road at Sea; with the Proceedings of the Committee, Minutes of Evidence, Appendix, and Index. 481

SHOPS (EARLY CLOSING) BILL.

273. Report from the Select Committee on Shops (Early Closing) Bill; with the Proceedings of the Committee, Minutes of Evidence, Appendix, and Index. 635

SPECIAL REPORT

AND

REPORTS

FROM THE

STANDING COMMITTEE

ON

TRADE (INCLUDING AGRICULTURE AND FISHING),

SHIPPING, AND MANUFACTURES,

ON THE

MARKET GARDENERS' COMPENSATION BILL

AND THE

MARKET GARDENERS' COMPENSATION (No. 2) BILL;

WITH THE

PROCEEDINGS OF THE COMMITTEE.

Ordered, by The House of Commons, *to be Printed,*
25 *March* 1895.

LONDON:
PRINTED FOR HER MAJESTY'S STATIONERY OFFICE,
BY EYRE AND SPOTTISWOODE,
PRINTERS TO THE QUEEN'S MOST EXCELLENT MAJESTY.

And to be purchased, either directly or through any Bookseller, from
EYRE AND SPOTTISWOODE, East Harding Street, Fleet Street, E.C.,
and 32, Abingdon Street, Westminster, S.W.; or
JOHN MENZIES & Co., 12, Hanover Street, Edinburgh, and
90, West Nile Street, Glasgow; or
HODGES, FIGGIS, & Co., Limited, 104, Grafton Street, Dublin.

185.

SPECIAL REPORT

AND

REPORTS

FROM THE

STANDING COMMITTEE

ON

TRADE (INCLUDING AGRICULTURE AND FISHING),

SHIPPING, AND MANUFACTURES,

ON THE

MARKET GARDENERS' COMPENSATION BILL

AND THE

REPORT - - - - - - - - - - p. 5
PROCEEDINGS OF THE COMMITTEE - - - - - - - - - p. 6

MARKET GARDENERS' COMPENSATION (No. 2) BILL;

WITH THE

PROCEEDINGS OF THE COMMITTEE.

Ordered, by The House of Commons, to be Printed,
25 March 1895.

LONDON:
PRINTED FOR HER MAJESTY'S STATIONERY OFFICE,
BY EYRE AND SPOTTISWOODE,
PRINTERS TO THE QUEEN'S MOST EXCELLENT MAJESTY.

And to be purchased, either directly or through any Bookseller, from
EYRE AND SPOTTISWOODE, East Harding Street, Fleet Street, E.C.,
and 32, Abingdon Street, Westminster, S.W.; or
JOHN MENZIES & Co., 12, Hanover Street, Edinburgh, and
90, West Nile Street, Glasgow; or
HODGES, FIGGIS, & Co., Limited, 104, Grafton Street, Dublin.

1895.

STANDING COMMITTEE ON TRADE (INCLUDING AGRICULTURE AND FISHING), SHIPPING, AND MANUFACTURES.

[*Tuesday, 26th February* 1895]:—Sir John Mowbray reported from the Committee of Selection; That they had nominated the following Members to serve on the Standing Committee for the consideration of all Bills relating to Trade (including Agriculture and Fishing), Shipping, and Manufactures.

Committee nominated of—

Mr. Addison.
Mr. Arch.
Mr. Attorney General.
Sir John Barran.
Sir Michael Hicks Beach.
Mr. Blake.
Mr. Bonsor.
Mr. Boord.
Mr. Broadhurst.
Mr. Brown.
Mr. Burt.
Mr. Caine.
Mr. Campbell-Bannerman.
Mr. Chamberlain.
Mr. Channing.
Mr. Jesse Collings.
Mr. Colman.
Sir Charles Dalrymple.
Baron Henry De Worms.
Sir Frederick Dixon-Hartland.
Mr. Everett.
Mr. Charles Fenwick.
Mr. Hayes Fisher.
Mr. Penrose FitzGerald.
Mr. Gilliat.
Mr. Goschen.
Mr. Gourley.
Sir Reginald Hanson.
Mr. Harrington.
Sir John Hibbert.
Sir William Houldsworth.
Mr. Howell.
Mr. Jackson.
Sir James Joicey.
Mr. Kenrick.
Mr. Long.
Sir John Lubbock.
Mr. Macartney.
Dr. M'Donnell.
Mr. Mowbray.
Mr. Mundella.
Mr. Murray.
Mr. Naoroji.
Sir Stafford Northcote.
Mr. T. P. O'Connor.
Mr. Oldroyd.
Sir Richard Paget.
Sir Joseph Pease.
Mr. Power.
Mr. Randell.
Mr. Rankin.
Mr. Rathbone.
Mr. Roche.
Mr. Round.
Colonel Saunderson.
Mr. Sexton.
Mr. Thomas Shaw.
Mr. Samuel Smith.
Sir Mark Stewart.
Mr. T. D. Sullivan.
Mr. Tomlinson.
Sir George Trevelyan.
Sir Richard Webster.
Mr. R. G. Webster.
Mr. Stephen Williamson.
Mr. C. H. Wilson.
Mr. John Wilson (Govan).
Mr. Young.

[*Friday, 15th March* 1895]:—Sir John Mowbray reported from the Committee of Selection; That they had added to the Standing Committee on Trade (including Agriculture and Fishing), Shipping, and Manufactures the following Fifteen Members, in respect of the

Market Gardeners' Compensation Bill and the Market Gardeners' Compensation (No. 2) Bill:—Mr. Baldwin, Mr. Bigwood, Mr. Chaplin, Mr. Conybeare, Sir William Hart Dyke. Sir Thomas Esmonde, Mr. Herbert Gardner, Sir John Kinloch, Mr. Lawrence Hardy, Mr. Lambert, Colonel Long, Mr. Luttrell, Mr. Humphreys-Owen, Mr. George Russell, and Sir Richard Temple.

[*Friday*, 1*st March* 1895]:—Sir George Osborne Morgan reported from the Chairman's Panel; That they had appointed Sir Julian Goldsmid to act as Chairman of the Standing Committee for the consideration of Bills relating to Trade (including Agriculture and Fishing), Shipping, and Manufactures.

[*Monday*, 11*th March* 1895]:—*Ordered*, That all Standing Committees have leave to print and circulate with the Votes the Minutes of their Proceedings, and any amended clauses of Bills committed to them.

SPECIAL REPORT.

THE Committee having carefully considered the merits of the Market Gardeners' Compensation Bill, and the Market Gardeners' Compensation (No. 2) Bill, decided to take the Market Gardeners' Compensation Bill as a basis of their Proceedings, and Report the remaining Bill, without Amendment, to the House.

REPORTS.

THE STANDING COMMITTEE on TRADE (including AGRICULTURE and FISHING), SHIPPING, and MANUFACTURES, to whom the MARKET GARDENERS' COMPENSATION BILL was referred;---HAVE gone through the BILL, and made Amendments thereunto.

THE STANDING COMMITTEE on TRADE (including AGRICULTURE and FISHING), SHIPPING, and MANUFACTURES, to whom the MARKET GARDENERS' COMPENSATION (No. 2) BILL was referred;——HAVE agreed to Report the same, without Amendment.

25 *March* 1895.

STANDING COMMITTEE ON TRADE (INCLUDING AGRICULTURE AND FISHING), SHIPPING, AND MANUFACTURES.

Monday, 25th March 1895.

MEMBERS PRESENT:

Sir JULIAN GOLDSMID in the Chair.

Mr. J. Arch.	Mr. Lawrence Hardy.
Mr. Attorney General.	Sir John Kinloch.
Sir John Barran.	Mr. Lambert.
Sir Michael Hicks Beach.	Colonel Long.
Mr. Bigwood.	Mr. Long.
Mr. Burt.	Mr. Luttrell.
Mr. Chamberlain.	Mr. Macartney.
Mr. Channing.	Mr. Naoroji.
Mr. Jesse Collings.	Sir Stafford Northcote.
Sir Charles Dalrymple.	Mr. Oldroyd.
Sir Frederick Dixon-Hartland.	Mr. Humphreys-Owen.
Sir William Hart Dyke.	Mr. Rathbone.
Mr. Everett.	Mr. Round.
Mr. Charles Fenwick.	Sir Mark Stewart.
Mr. Herbert Gardner.	Mr. Tomlinson.
Mr. Gilliat.	Mr. R. G. Webster.

MARKET GARDENERS' COMPENSATION BILL.

Motion made and Question, That the Market Gardeners' Compensation Bill be now considered—(Mr. *Channing*),—put, and *agreed to.*

Clauses 1—2, *agreed to.*

Clause 3.—Amendment proposed, in page 1, lines 12 and 13, to leave out the words "by the instrument creating the tenancy expressed to be"—(Mr. *Channing*).—Question proposed, That the words proposed to be left out stand part of the Clause.

Amendment, by leave, *withdrawn.*

Another Amendment proposed, in page 1, line 12, to leave out the words "a holding is by the instrument creating the tenancy expressed to be let as or for," and insert the words "it is agreed in writing that a holding shall be let or treated as a market garden"—(Mr. *Attorney General*).—Question, That the words proposed to be left out stand part of the Clause,—put, and *negatived.*

Question, That those words be there inserted,—put, and *agreed to.*

Another Amendment proposed, in page 1, line 18, after the word "gardener," to insert the words "provided always that the consent of the landlord shall be given to the same"—(Sir *Mark Stewart*).

Question, That those words be there inserted.

Amendment, by leave, *withdrawn.*

Another Amendment proposed, in page 2, line 1, to leave out the words "permanently set out"—(Mr. *Lambert*).—Question proposed, That the words "permanently set out," stand part of the Clause.

Amendment, by leave, *withdrawn.*

Another Amendment proposed, in page 2, line 3, after the word "asparagus," to insert the words "and other vegetable crops"—(Mr. *Channing*).—Question, That those words be there inserted,—put, and *agreed to.*

Another Amendment proposed, in page 2, line 14, to leave out the word "not"—(Mr. *Lambert*).—Question proposed, That the word "not" stand part of the Clause.

Amendment,

Amendment, by leave, *withdrawn.*

Question, That Clause 3, as amended, stand part of the Bill,—put, and *agreed to.*

Clause 4.—Amendment proposed, in page 2, line 18, to leave out the words "with the knowledge of the landlord"—(Mr. *Lambert*).—Question put, That the words proposed to be left out stand part of the Clause. The Committee divided :

Ayes, 13.	Noes, 13.
Mr. Bigwood.	Mr. J. Arch.
Mr. Joseph Chamberlain.	Mr. Attorney General.
Sir Charles Dalrymple.	Sir John Barran.
Sir William Hart Dyke.	Mr. Channing.
Mr. Everett.	Mr. Jesse Collings.
Mr. Gilliat.	Mr. Charles Fenwick.
Mr. Lawrence Hardy.	Mr. Herbert Gardner.
Colonel Long.	Sir John Kinloch.
Mr. Long.	Mr. Lambert.
Mr. Macartney.	Mr. Luttrell.
Sir Stafford Northcote.	Mr. Oldroyd.
Sir Mark Stewart.	Mr. Humphreys-Owen.
Mr. Tomlinson.	Mr. Rathbone.

Whereupon the Chairman declared himself with the Ayes.

Another Amendment proposed, in page 2, line 19, to leave out the words "has executed or shall execute thereon," and insert the words "then executed thereon without having received previously to the execution thereof any written notice of dissent by the landlord or shall thereafter execute"—(Colonel *Long*).—Question, That the words proposed to be left out stand part of the Clause,—put, and *negatived.*

Question, That the proposed words be there inserted,—put, and *agreed to.*

Another Amendment proposed, in page 2, line 21, to leave out the words "without having received any written notice of dissent by the landlord"—(Colonel *Long*).—Question, That the words proposed to be left out stand part of the Clause,—put, and *negatived.*

Another Amendment proposed, in page 2, line 23, to leave out from the word "if" to the end of the Clause, and to insert the words "it had been agreed in writing after the commencement of this Act that the holding should be let or treated as a market garden"—(Mr. *Attorney General*).—Question, That the words proposed to be left out stand part of the Clause,—put, and *negatived.*

Question, That those words be there inserted,—put, and *agreed to.*

Question, That Clause 4, as amended, stand part of the Bill,—put, and *agreed to.*

Clause 5.—Amendment proposed in line 35, after the word "asparagus" to add the words "and other vegetable crops"—(Mr. *Luttrell*).—Question, That those words be there added,—put, and *agreed to.*

Clause, as amended, *agreed to.*

Clause 6.—Amendment proposed in page 2, line 39, to leave out from the words "market gardener," to the word "expression," in page 3, line 2—(Mr. *Channing*).—Question, that the words proposed to be left out stand part of the Clause,—put, and *negatived.*

Another Amendment proposed, in page 3, line 4, to leave out the word "exclusively"—(Mr. *Channing*).—Question proposed, That the word "exclusively" stand part of the Clause.

Amendment, by leave, *withdrawn.*

Another Amendment proposed, in page 3, line 4, to leave out the words "by a market gardener"—(Mr. *Channing*). - Question, That the words "by a market gardener" stand part of the Clause,—put, and *negatived.*

Another Amendment proposed, in page 3, lines 4 and 5, to leave out the words "exclusively for the purposes of his trade or business"—(Mr. *Attorney General*).—Question, That the words proposed to be left out stand part of the Clause,—put, and *negatived.*

Another Amendment proposed, in page 3, line 4, after the word "cultivated" to add the words "wholly or mainly for the purpose of the trade or business of market gardening"—(Mr. *Attorney General*).—Question, That those words be there added,—put, and *agreed to.*

Clause. as amended, *agreed to.*

New Clause (Amendment of Section 1 of 46 & 47 Vict. c. 61) brought up and read the first and second time, as follows :—"Where the contract of tenancy of a market garden is determined by a notice by the landlord to raise the rent of the holding, Section 1 of the

principal Act shall be read and construed as if the words 'on quitting his holding' were not included therein"—(Mr. *Channing*).—Question put, That this Clause be added to the Bill.—The Committee divided:

Ayes, 8.	Noes, 18.
Mr. J. Arch.	Mr. Attorney General.
Sir John Barran.	Sir Michael Hicks Beach.
Mr. Channing.	Mr. Bigwood.
Mr. Charles Fenwick.	Mr. Burt.
Mr. Luttrell.	Mr. Joseph Chamberlain.
Mr. Naoroji.	Mr. Jesse Collings.
Mr. Oldroyd.	Sir William Hart Dyke.
Mr. Humphreys-Owen.	Mr. Everett.
	Mr. Herbert Gardner.
	Mr. Lawrence Hardy.
	Mr. Lambert.
	Colonel Long.
	Mr. Long.
	Mr. Macartney.
	Mr. Round.
	Sir Mark Stewart.
	Mr. Tomlinson.
	Mr. R. G. Webster.

New Clause (Transfer of market garden holdings) brought up and read a first and second time, as follows:—"A tenant under this Act may agree to sell his improvements for a sum specified in such agreement to any one person being a suitable tenant and having sufficient means to cultivate the holding, and such person shall be admitted as tenant of the holding at the rent payable by the outgoing tenant, and under the conditions, agreements, or covenants by which the outgoing tenant was bound at the date of such agreement, unless the landlord shall within two months from the date of such agreement give notice in writing to the tenant that he elects to resume the holding and himself to pay to the tenant compensation for his improvements under the provisions of this Act. Provided that, on signing any such agreement, the tenant shall forthwith send a copy thereof to the landlord"—(Mr. *Channing*).—Question put, That this Clause be added to the Bill.—The Committee divided:

Ayes, 7.	Noes, 17.
Mr. J. Arch.	Mr. Attorney General.
Mr. Channing.	Sir John Barran.
Mr. Charles Fenwick.	Sir Michael Hicks Beach.
Mr. Luttrell.	Mr. Bigwood.
Mr. Naoroji.	Mr. Burt.
Mr. Oldroyd.	Mr. Jesse Collings.
Mr. Humphreys-Owen.	Sir William Hart Dyke.
	Mr. Everett.
	Mr. Herbert Gardner.
	Mr. Lawrence Hardy.
	Colonel Long.
	Mr. Long.
	Mr. Macartney.
	Mr. Round.
	Sir Mark Stewart.
	Mr. Tomlinson.
	Mr. R. G. Webster.

Question, That the Bill, as amended, be reported to the House,—put, and *agreed to*.

Special Report brought up and read a first and second time, as follows:—"That the Committee, having carefully considered the merits of the Market Gardeners' Compensation Bill and Market Gardeners' Compensation (No. 2) Bill, have decided to take the Market Gardeners' Compensation Bill as a basis of their proceedings, and to report the remaining Bill, without Amendment, to the House"—(The *Chairman*).—Question, That this Special Report be the Special Report of the Committee to the House,—put, and *agreed to*.

Question, That the Market Gardeners' Compensation (No. 2) Bill be reported, without Amendment, to the House,—put, and *agreed to*.

SPECIAL REPORT

AND

REPORTS

FROM THE

STANDING COMMITTEE

ON

TRADE (INCLUDING AGRICULTURE AND FISHING), SHIPPING, AND MANUFACTURES,

ON THE

MARKET GARDENERS' COMPENSATION BILL

AND THE

MARKET GARDENERS' COMPENSATION (N°. 2) BILL;

WITH THE

PROCEEDINGS OF THE COMMITTEE.

Ordered, by The House of Commons, *to be Printed*, 25 *March* 1895.

[*Price* 1½*d.*]

185. *Under 2 oz.*

SPECIAL

REPORT

FROM THE

SELECT COMMITTEE

ON THE

MERCHANDISE MARKS (FILES) BILL;

TOGETHER WITH THE

PROCEEDINGS OF THE COMMITTEE,

MINUTES OF EVIDENCE,

AND APPENDIX.

Ordered, by The House of Commons, *to be Printed,*
27 *June* 1895.

LONDON:
PRINTED FOR HER MAJESTY'S STATIONERY OFFICE,
BY EYRE AND SPOTTISWOODE,
PRINTERS TO THE QUEEN'S MOST EXCELLENT MAJESTY.

And to be purchased, either directly or through any Bookseller, from
EYRE AND SPOTTISWOODE, East Harding Street, Fleet Street, E.C.,
and 32, Abingdon Street, Westminster, S.W.; or
JOHN MENZIES & Co., 12, Hanover Street, Edinburgh, and
90, West Nile Street, Glasgow; or
HODGES, FIGGIS, & Co., Limited, 104, Grafton Street, Dublin.

335.

Merchandise Marks (Files) Bill.

Ordered,—[*Wednesday, 3rd April* 1895]:—That the Bill be read a second time, and committed to a Select Committee.

Committee nominated—[*Friday, 3rd May* 1895]—of—

Mr. Ainsworth.	Sir James Joicey.
Mr. Albert Bright	Mr. Scott Montagu.
Mr. Burt.	Mr. Pierpoint.
Mr. Cremer.	Mr. Brooke Robinson.
Mr. Heath.	Mr. Charles Shaw.
Mr. Hopwood.	Mr. Stuart-Wortley.
Mr. Jacks.	

Ordered,—That the Committee have power to send for Persons, Papers, and Records.

That Three be the Quorum of the Committee.

Ordered,—[23*rd May* 1895]:—That Mr. Cremer be discharged from the Select Committee on Merchandise Marks (Files) Bill.

That Mr. Hazell be added to the Committee.

SPECIAL REPORT - - - - - - - - - - - - p. iii

PROCEEDINGS OF THE COMMITTEE - - - - - - - - p. iv

MINUTES OF EVIDENCE - - - - - - - - - - - p. 1

APPENDIX - - - - - - - - - - - - - - p. 55

SPECIAL REPORT.

THE SELECT COMMITTEE to whom the MERCHANDISE MARKS (FILES) BILL was referred;——HAVE agreed to the following SPECIAL REPORT:—

YOUR Committee have taken Evidence on the subject of the Bill referred to them, which they have agreed to Report to the House.

They are, however, of opinion that it is not desirable to proceed further with the Bill, and they have therefore agreed to Report the same, without Amendment.

27 *June* 1895.

PROCEEDINGS OF THE COMMITTEE.

Tuesday, 21*st May* 1895.

MEMBERS PRESENT:

Mr. Jacks.	Mr. Cremer.
Mr. Albert Bright.	Sir James Joicey.
Mr. Burt.	Mr. Pierpoint.
Mr. Stuart-Wortley.	Mr. Brooke Robinson.
Mr. Hopwood.	Mr. Charles Shaw.

Mr. HOPWOOD was called to the Chair.

The Committee deliberated.

[Adjourned till Wednesday, 29th May, at Twelve o'clock.

Wednesday, 29*th May* 1895.

MEMBERS PRESENT:

Mr. HOPWOOD in the Chair.

Mr. Stuart-Wortley.	Mr. Pierpoint.
Mr. Burt.	Mr. Hazell.
Mr. Albert Bright.	Mr. Heath.
Mr. Scott Montagu.	Mr. Charles Shaw.
Mr. Jacks.	

Mr. *S. Uttley*, Mr. *W. H. Senior*, Mr. *S. Cartwright*, and Mr. *G. Betts* were examined.

[Adjourned till Wednesday, 19th June, at Twelve o'clock.

Wednesday, 19*th June* 1895.

MEMBERS PRESENT:

Mr. HOPWOOD in the Chair.

Mr. Jacks.	Sir James Joicey.
Mr. Stuart-Wortley.	Mr. Burt.
Mr. Charles Shaw.	Mr. Albert Bright.
Mr. Pierpoint.	Mr. Brooke Robinson.
Mr. Hazell.	

Mr. *John Gray*, Mr. *W. Beckett*, Dr. *Arthur Hallam*, and Mr. *F. Mappin* were examined.

[Adjourned till Wednesday next, at Half-past Twelve o'clock.

Wednesday, 26th June 1895.

MEMBERS PRESENT:

Mr. HOPWOOD in the Chair.

Mr. Jacks.	Mr. Heath.
Mr. Stuart-Wortley.	Mr. Burt.
Mr. Albert Bright.	Sir James Joicey.
Mr. Charles Shaw.	Mr. Pierpoint.

Mr. *F. Mappin* was further examined.

Mr. *C. Belk* and Mr. *C. H. Bingham* were examined.

DRAFT SPECIAL REPORT, proposed by Mr. *Jacks*, read the first time, as follows:—

"Your Committee have taken Evidence on the subject of the Bill referred to them, which they have agreed to report to the House.

"They are, however, of opinion that it is not desirable to proceed further with the Bill, and they have therefore agreed to report the same, without Amendment."

DRAFT SPECIAL REPORT read a second time, and *agreed to*.

Question put, That this Report be the Special Report of the Committee to the House.—The Committee divided:

Ayes, 7.	Noe, 1.
Mr. Jacks.	Mr. Stuart-Wortley.
Mr. Charles Shaw.	
Mr. Burt.	
Mr. Albert Bright.	
Sir James Joicey.	
Mr. Heath.	
Mr. Pierpoint.	

Ordered, To Report, together with the Minutes of Evidence, and an Appendix.

Ordered, To Report the Bill without Amendment.

EXPENSES OF WITNESSES.

NAME OF WITNESS.	PROFESSION OR CONDITION.	From whence Summoned.	Number of Days Absent from Home, under Orders of Committee.	Allowance during Absence from Home.	Expenses of Journey to London and back.	TOTAL Expenses allowed to Witness.
				£. s. d.	£. s. d.	£. s. d.
Mr. S. Uttley	Tradesman	Sheffield	1	– 15 –	—	– 15 –
Mr. W. H. Senior	Mechanic	Sheffield	2	1 – –	1 8 –	2 8 –
Mr. S. Cartwright	Mechanic	Sheffield	2	1 – –	1 8 –	2 8 –
Mr. G. Betts	Mechanic	Sheffield	2	1 – –	1 8 –	2 8 –
Mr. W. Beckett	Gentleman	Sheffield	2	2 2 –	2 6 10	4 8 10
Mr. J. Yates	Gentleman	Sheffield	2	2 2 –	2 6 10	4 8 10
Dr. Arthur Hallam	Gentleman	Sheffield	2	2 2 –	2 6 10	4 8 10
Mr. F. Mappin	Gentleman	Sheffield	3	3 3	4 13 8	7 16 8
					£.	29 2 2

LIST OF WITNESSES.

Wednesday, 29*th May* 1895.

	PAGE.
Mr. Councillor Stuart Uttley	1
Mr. William Henry Senior	20
Mr. Samuel Cartwright	23
Mr. George Betts	24

Wednesday, 19*th June* 1895.

Mr. John Gray	26
Mr. William Beckett	29
Dr. Arthur Hallam	41
Mr. Frank Mappin	43

Wednesday, 26*th June* 1895.

Mr. Frank Mappin	45
Mr. Charles Belk	46
Mr. Charles Henry Bingham	50

MINUTES OF EVIDENCE.

Wednesday, 29th May 1895.

MEMBERS PRESENT:

Mr. Albert Bright.
Mr. Burt.
Mr. Hazell.
Mr. Heath.
Mr. Hopwood.
Mr. Jacks.
Mr. Scott Montagu.
Mr. Pierpoint.
Mr. Charles Shaw.
Mr. Stuart-Wortley.

MR. HOPWOOD, IN THE CHAIR.

Mr. Councillor STUART UTTLEY, called in; and Examined.

Mr. *Stuart-Wortley.*

1. ARE you a member of the Council of the City of Sheffield?—Yes.

2. You have been so since 1886?—Yes.

3. Are you a member of the committee of the technical school?—Yes.

4. Have you been so since its inception?—Yes.

5. Are you a member of the committee of Firth College?—Yes.

6. Are you secretary to the Sheffield Federated Trades Council?—Yes.

7. Have you for 18 years been the general secretary of the File Cutters' Association of Sheffield?—Yes.

8. Do you appear to support in general the principles of this Merchandise Marks (Files) Bill?—I do.

9. Is that Bill supported by the File Cutters' Association of which you are secretary?—It is.

10. Have they petitioned in favour of the Bill?—They have. I have copies of the petitions giving the ages of the signatories.

11. How many signatures are there to that petition?—Roughly, about 1,600.

12. Is that petition from Sheffield and district?—Sheffield and district.

13. Have you either the originals or copies of other petitions that have been presented?—I have. I have copies of petitions from the Birmingham file cutters, numbering 138 signatures; from Glasgow, numbering 96; from Manchester, 102; Wolverhampton, 89; Warrington, 274; and Oldham, 55; making a total of 754.

14. Have you there altogether a total of 2,587 signatures?—I have.

Mr. *Stuart-Wortley*—continued.

15. Have you examined all those signatures?—I have.

16. Have you examined all those signatures, and can you say what class of persons they are the signatures of: to begin with, are they all persons *bonâ fide* engaged in the trade?—They are all *bonâ fide* engaged in the trade at the present time, dependent upon this occupation for their livelihood.

17. Are 1,788 of those signatures the signatures of persons between the ages of 20 and 49?—They are.

18. Has the Sheffield Federated Trades Council petitioned in favour of the Bill?—It has.

19. Has the Glasgow Federated Council petitioned in favour of the Bill?—Yes.

20. Has the Manchester Federated Trades Council petitioned in favour of the Bill?—Yes.

21. Has there been a petition presented from 300 local engineers of Sheffield in favour of the Bill?—Yes.

22. And a petition of 443 working cutlers?—Yes.

23. Has a petition been presented in favour of the Bill by the engineers and ironfounders and others, of the town of Warrington?—Yes.

24. And the same from the London Trades Council?—That was in regard to the Bill of last year.

25. On the general policy of the Bill, is the mode of manufacture of a file a thing which the ordinary consumer is unable to distinguish for himself?—Yes.

26. I suppose it is a fact that after a trial it is

Mr. *Stuart-Wortley*—continued.

possible for him to form an opinion as to whether the file has been made by some better or worse process; in other words, that files differ from one another as regards their efficiency for the purposes for which they are bought?—That is the experience of mechanics who use the files; and no doubt evidence may be forthcoming to that effect from practical workmen.

27. Can a hand-cut file be distinguished from a machine-cut file by an expert?—If you mean by an expert a person who has been trained to the practice of file cutting, then the probabilities are that the difference would be detected; but in some cases it would be difficult to discern between the two on the appearance of the article. There are even processes of this kind where the variation in the waving of the tooth, or the rowing, is imitated by the machine. I will just give an illustration of what I mean by the rowing of the file (*producing a file and explaining it to the Committee*).

28. It is where the points of intersection of the lines come and form rows as I understand?—Yes.

29. In the case of a hand-cut file, do those rows go less straight or more straight than in the case of a machine-cut file?—As a rule less straight.

30. That is the first point of distinction between the two?—That is so, and that is imitated in some cases by the machine working a little irregularly.

31. Are machines made specially for the purpose of making those rows irregular?—They accomplish that object in some cases.

Mr. *Jacks.*

32. Is it intentional?—We have evidence that it was intended.

Mr. *Stuart-Wortley.*

33. Your belief is that it was intended?—Yes.

34. You have told us that hand-cut and machine-cut files can be distinguished from one another by those engaged in the manufacture of them, by expert file cutters?—Yes.

35. Is it equally easy for a distinction to be discerned by those who are merely consumers or users of the file?—No, it cannot.

Chairman.

36. I understand you to say it is most difficult for anybody to detect the difference?—Yes, it is most difficult for any ordinary person. An expert file cutter may be able to distinguish in the majority of cases; but there are cases where it is possible in some classes of files to deceive even an expert file cutter.

Mr. *Stuart-Wortley.*

37. Has this difficulty of detecting the distinction in practice encouraged frauds in the manufacture of these files?—Yes. The fact that it is difficult to detect as to whether a file is hand-cut or machine-cut has caused very serious difficulty. I can give evidence of cases where persons have purchased over the counter from manufacturers files, asking to be supplied

Mr. *Stuart-Wortley*—continued.

with hand-cut files, and have been supplied with machine-cut files. They could not ascertain the difference until they were submitted to an expert or were submitted to certain tests; it is in the working where they were found out. I have a case of that which perhaps I may refer to.

38. I propose to take you generally through some of your cases with a view of showing that mistakes are possible. Was there not a case (it is the first case that is mentioned in the evidence you have supplied to me) in which files which proved ultimately to be machine-cut were sold openly in other towns as hand-cut, the mark on the file being given as the guarantee?—That is so.

39. We will identify that case in this way: did that case consist of a consignment purchased in Liverpool of 39 parcels containing 220 files, 14-inch and 16-inch; is that correct?—Yes.

40. Which was stamped "hand-cut"?—Yes, and there were 18-inch files, too.

41. To put it shortly, did that case result in a prosecution by the Board of Trade and a conviction under the Merchandise Marks Act?—It did.

Mr. *Albert Bright.*

42. Were they stopped by the Board of Trade in Liverpool?—They were consigned to a Liverpool dealer in files as hand-cut files, and the Liverpool person where the files were seized under warrant swore in evidence when the case came on that he had no knowledge whatever but what they were as he had ordered, the best hand-cut files.

Mr. *Stuart-Wortley.*

43. He had ordered hand-cut files?—Yes, hand-cut files; and they were hand-cut files to the best of his knowledge and belief, for which he had paid the usual price, and it could only be detected by experts. This is one of the files (*producing a file*).

Mr. *Hazell.*

44. Were they stamped "hand-cut"?—Yes, they were. The point in that case was this: Although it was certainly an infringement of the Merchandise Marks Act, it was only at very great cost and difficulty that this was detected; and further, the marking of them in that way strengthened the belief on the part of the person who purchased the goods and sold them that he was dealing in a perfectly legitimate manner, which, of course, was quite contrary to what was proved to be the fact. That was the position. Moreover, a penalty of 20*l.* and costs was imposed. Of course, that was only a nominal penalty. After the mark was obliterated, the files were returned back again, so that practically so large a trade, we believe, is being done in this class of goods that people can afford to risk detection in consequence of the comparatively small penalties which are attached when they are detected.

Mr. *Stuart-Wortley.*

45. In this case, if there had been no mark upon the file, there would have been no ground for any prosecution at all, would there?—Certainly not.

Mr. *Stuart-Wortley*—continued.

46. There would have been no infringement of the law?—No, except that the retailer himself had stated to the consumer that they were what they really were not; and then it would have been a most difficult thing to carry through a prosecution, in consequence of the difference of opinion as to whether the Merchandise Marks Act in its present form can be fully established upon a mere verbal statement.

47. That file which you have produced is one of the very files in question?—Yes; they were purchased and sold over the counter as hand-cut.

48. Was there another case in Sheffield in 1882. I am not anxious, and I understand you are not anxious, to mention names?—I have no desire to do so.

49. Was there a case in 1892 in which the examiners for the Admiralty themselves were mistaken as to the mode of manufacture of some files?—That is so; a very large quantity of files were supplied to the Government.

50. Nearly 3,000 dozen, I believe?—Yes. One of the other witnesses, I believe, can speak to that more particularly if required.

Mr. *Albert Bright.*

51. Is this file which you have produced completely machine-cut?—Yes.

52. Is not that side (*pointing to the file*) hand-cut?—No.

53. Not the edge?—No; it is entirely machine-cut.

54. Could that be proved without any doubt at all?—Yes, it was proved in court.

Mr. *Stuart-Wortley.*

55. In that case did the defendants contest the fact that it was machine-cut?—They did not eventually.

56. Did they at first?—Before the case came on there was a good deal of talk about it.

57. But, in the end, the court did not have to decide between the evidence of an expert, on the one hand, who said they were machine-cut, and the evidence of other persons, on the other hand, who said they were not?—I may state that Mr. Herbert Hughes, the secretary to the Chamber of Commerce, was the prosecuting solicitor in this case, and he knows all about the case. There was no defence practically to it in the end.

58. The fact that they were machine-cut was not seriously contested before the magistrates?—No.

Mr. *Charles Shaw.*

59. In the case of the 3,000 dozen files, was it stipulated in the Government order that they should be hand-cut?—Yes.

60. It was not merely a general understanding; the words "hand-cut" were on the order, were they?—The words "hand-cut" were on the order.

61. I ask the question because I know many orders are sent in general terms, in which it is understood by the merchant and the customer that the files shall be hand-cut, although it is not

Mr. *Charles Shaw*—continued.

stipulated?—It was the contract that they were to be hand-cut in that case.

62. It was on the order?—Yes.

Mr. *Stuart-Wortley.*

63. Were the deliveries examined by the Admiralty for the purpose of seeing whether they were hand-cut or machine-cut?—I assume that; I could not say whether they were examined or not; at all events, they never detected it.

64. Then was there a case of files sold over the counter for hand-cut which turned out to be machine-cut?—Yes.

65. I think you have brought the correspondence and the actual files in that case?—Yes, I have samples here if honourable Members wish to see them.

66. We will call that case No. 3?—Yes. These are samples of files which were sold over the counter as hand-cut (*producing some files*).

Mr. *Jacks.*

67. Where were they sold?—In Sheffield. The names are covered over, but I can give the names in confidence, if it is desired.

Mr. *Stuart-Wortley.*

68. Are there any marks as to the mode of manufacture on them?—No.

69. They are unmarked files, except with the name of the manufacturer?—Yes.

Mr. *Jacks.*

70. What has been taken out here (*pointing to one of the files*)?—I think they have taken the name out for some reason.

Mr. *Charles Shaw.*

71. Those were sold as hand-cut, but not marked as hand-cut, I understand?—No, it was a verbal statement that they were hand-cut; and they all eventually turned out to be machine-cut, with the exception of this little finishing off at the corner (*pointing to the file*), and just a little hopping.

72. That was done by hand?—Yes, that much; but it was not a pennyworth of work.

Mr. *Stuart-Wortley.*

73. Now, take case No. 4; were large quantities of files being sold in the Midlands as hand-cut?—Yes, there were.

74. Was there ground for believing that they were really machine-cut?—Yes.

75. Were you approached to give your opinion as an expert upon samples submitted to you?—I was. I was waited upon by first of all a clerk in connection with the firm who brought to me a certain correspondence which had passed, and requested to know if I would give an expert opinion if samples of the files were submitted to me. I stated that I would, and that I would also give, if they desired it, a written statement, so that there should be no mistake about it. They obtained two half dozen of files and submitted them to me.

76. What class of files were they, and of what sizes?—Flat bastard 14-inch files. I found in each

Mr. *Stuart-Wortley*—continued.

each parcel there were five files entirely machine-cut, and one hand-cut; that in one of the parcels the hand-cut was what we call a dummy, that is, if you sound it it does not ring, it is cracked somewhere probably; it is an imperfect file. In the other parcel was one soft, that is, imperfectly hardened, or of steel of such a character that it would not harden. Both the hand-cut files, therefore, were files which certainly ought not to have gone out to any consumer. After I had examined them, I gave a written statement as to what they were, and the understanding was that the firm felt themselves so very much aggrieved with the action that was being taken by the people who were cutting them in the market, that if arrangements were made for a prosecution they would give me the evidence. I may say they stated to me (although I did not see the labels) that each parcel was labelled "hand-cut." There were no names of the maker upon the files. They were marked "warranted cast steel," to give the purchasers an idea that they were buying a good article; but there was no name of the maker; so that there was the greatest difficulty, in fact it was absolutely impossible for me, except upon seeing the label, to have any knowledge as to who the parties were whom they were dealing with in regard to these files; consequently I was entirely at the mercy of the person who submitted to me the goods, so far as prosecution was concerned.

77. Was the information given to you that these files were put upon the market as hand-cut?—Yes, they were put upon the market and largely sold.

78. No prosecution resulted in that case, I believe?—No, it did not. I was at the trouble of ascertaining from the Board of Trade whether they were prepared to take up the case. It was stated they would be, in case I got up the evidence; but when I got back, the firm told me that the parties had been to them and arranged the matter, so that they had decided not to go into it. There were some family reasons, which would of course render it a very difficult thing.

79. Was that in August 1893?—It was. I have copies of the letters here, and honourable Members can see them if it is desired.

80. Now we come to case No. 5. Have you in your hands, for the purposes of this inquiry, the letters and samples of files in the case of a large order for hand-cut files in which machine-cut were supplied instead of hand-cut?—Yes. I may say that this correspondence, with samples of the files, has been placed in my hands for the purposes of the Committee (*producing a parcel*). The marks are covered up. For obvious reasons it is undesirable that the names should be given; but I am prepared to place the matter in the hands of the Chairman of this Committee, who will deal according to his own judgment with the case. This is a most glaring case.

Chairman.

81. I am afraid I cannot do anything but what the Committee may do?—I will hand them in (*handing in the documents and the sample*).

Mr. *Stuart-Wortley.*

82. Having read that correspondence and examined those samples, have you any doubt that those files were put on the market as hand-cut, and were in fact machine-cut?—I have not the slightest doubt; I may say I am personally unaware of the name of the manufacturer; but I am informed it is on the file.

Chairman.

83. You produce samples that were put on the market as hand-cut which in your judgment are machine-cut: is that what you say?—Yes; in the view of the expert who examined them. I may explain that this was a portion of a large order sent abroad. I was informed that the order was given for hand-cut files, and that they were sent abroad; afterwards some doubt was manifested as to their being a genuine article. They were submitted to an expert. The expert was not myself, but a manufacturer in Sheffield. The samples were submitted to an expert and the opinion given as sought for, and those were the actual files, and that is the correspondence which passed between the parties.

Mr. *Stuart-Wortley.*

84. Where were these manufactured?—In Sheffield.

85. To what place were they sent for sale?—I believe it was the West Indies.

86. Just for the purpose of indentification, let me ask in what year did this case take place?—It is in the correspondence, if I may refer to it. I find it was in the year 1892.

87. Do Sheffield firms advertise in the leading trade journals hand-cut files, without mentioning the fact that they have at the same time several machines at work upon files on their premises?—They do; at all events, I can produce evidence as to one particular case.

88. Before we look at the advertisements, I will ask this further question: Are there certain firms in Sheffield who make hand-cut files and no others, and do they advertise in the same papers?—Yes.

89. Do you produce that class of advertisement?—Yes.

90. Is that the case of Messrs. Bury and Company; do they advertise their hand-cut files?—Yes; the Supplement to the "Ironmonger," for 2nd January 1895, contains the following: "Files guaranteed all hand-cut and of the best quality. The largest makers of hand-cut files in the world."

91. Those files, so far as you know, are genuine hand-cut?—Yes. I have a distinct knowledge of the business, and I know there are no machines used there in any shape or form.

92. You produce, do you not, for the purpose of comparison, the advertisement of two classes of manufacturers?—Yes.

93. Will you first read Messrs. Bury's advertisement?—"Files guaranteed all hand-cut and of the best quality. The largest makers of hand-cut files in the world." That, of course, has reference to files.

94. Will you hand that in?—Yes (*handing in the same*).

95. They

Mr. *Jacks.*

95. They do not say they have no machines?—They have none.

96. They do not say so in the advertisement?—No, they say "guaranteed all hand-cut." The other parties have machines, and they say, "manufacturers of hand-cut files"; but they never mention machine-cut files.

97. Neither party mention machines?—The one does not require to mention machines; the firm does not deal in machine-cut files at all.

98. What I am pointing out is that there is no difference in the two advertisements. Neither party refer to machines; both parties are advertising hand-cut files?—Yes, that is so; but the inference of the ordinary reader would from this advertisement be that from this firm he would expect to be supplied with hand-cut files, not machine-cut files.

99. There is no evidence to show that if they ordered hand-cut files they would not get them?—There is not.

100. There is no reason why a man should not advertise hand-cut, although he is also able to sell machine-cut files?—There is not; but it would be much more straightforward if the person was to advertise that they could be supplied with both.

Chairman.

101. Will you give us the other advertisement to which you referred, but which was not read out; will you read out the second one which you say is by a firm who professes to deliver hand-cut files, and does in fact use machinery?—All the reference to files is, "manufacturers of steel hand-cut files." I do not say that that is incorrect.

102. Just give me what is written in the advertisement, without any comment for the moment, and give us also the reference to the paper where the advertisement occurs?—It is in the Supplement to the "Ironmonger" of the 4th May 1895: "Manufacturers of steel hand-cut files"; that is the whole reference to files.

103. Then, I suppose, there is the name given?—Yes.

104. The first advertisement you have read is Messrs. Burys'; what is the name in the case of the second advertisement you have read?—The second is that of Messrs. Tyzack, Sons, and Turner.

105. Will you hand that in?—Yes (*handing in the same*). Then there is another advertisement on this matter that perhaps might go in at the same time. That is a case where a firm, when they believe that machine work is the best, advertise it. That advertisement is in the Supplement to the "Ironmonger" of 11th May 1895, and it reads as follows: "Osborn's patent machine-punched horse rasps." Those are understood as a class of file, and they also advertise (which we do not at all disagree with or contest) certain specialities and special advantages in connection with it.

106. Will you hand that in?—Yes (*handing in the same*). I mention that case in order to show that when people have an impression that machine-cut are the best, they are not afraid to advertise them.

Mr. *Albert Bright.*

107. Are those things which are advertised there as machine-cut also made by hand in Sheffield?—Yes.

108. The machine-cut ones are supposed to be superior to the hand-cut ones?—That is experience that we leave to experts. We believe that, given a fair opportunity of testing, and a fair opportunity of working, they are the best. It is possible for inferior workmanship to be done on both sides.

Mr. *Stuart-Wortley.*

109. In the case of the advertisement last handed in, it described the files as patent machine-punched horse rasps?—Yes.

110. Does that show that the firm issuing that advertisement consider that the machine-punched rasps are better than the others?—Yes; that is their opinion, I take it, or they would not advertise it.

111. You put these before the Committee as showing that in the other cases, for want of similar information, the consumer is practically misled?—Yes; he does not understand what he is buying, as he does when it is honestly advertised and stated.

112. Messrs. Burys, whom we spoke of just now, who are large manufacturers of hand-cut files, are in favour of this Bill, are they not?—They are.

113. Did they write a letter to the Board of Trade in June 1894?—They did.

114. In support of the Bill?—Yes. They have also confirmed that letter in the matter of the present Bill. I have a copy of their letter.

115. Have any other manufacturers of hand-cut files, I mean employers, supported the Bill?—I have nothing so definite as Messrs. Burys' letter. Of course, the difficulty with manufacturers of files is, that they do an interchange of trade one with the other, and they will submit to a good deal before they will complain; that is my experience. There are a number of manufacturers who strike upon the files "warranted hand-cut," and in that way they represent their wares before the public as what they are.

116. It has been represented that this Bill is an attempt to discourage the use of machine-made files; in other words, to substitute hand-cut entirely for them. Will you say what is the policy of your File Cutters' Union as regards that?—Do you mean as between machine-cutting and hand-cutting?

117. Yes?—I may say that for 18 years I have been, as I stated in opening, secretary of the association, and the question has never once been raised in any shape or form as to a dispute in regard to our men either assisting the machines or working the machines. In fact, a resolution was passed in 1866 to this effect: that our workmen should take employment on the machines where they had an opportunity; and I have to-day, in connection with our organisation, a number of men who are working on machines. We have never had the slightest dispute all the time I have been associated with the society in regard to machinery and hand-cutting. But our

Mr. *Stuart-Wortley*—continued.

our position is this, that we have noticed for the last ten or a dozen years that there has been in various ways, such as I have indicated in my evidence, a manifest system of deception practised in the country.

118. My question related really to the practice of your union: in other words, your union does not discourage the membership of men who are employed in the machine-cutting industry?—No; we have a number of members now who are so employed.

119. Where men have applied to you for advice as to whether they should work at machine-cut files, what have you recommended?—We have recommended them to take the work and do it, certainly.

120. Is it true, in any way, to say your union discourages the use of machine-cut files?—Certainly not.

Mr. *Charles Shaw.*

121. Are any of the 2,500 signatures which you have obtained to these petitions you have referred to those of machine cutters, or are they strictly limited to hand cutters?—They are limited to hand cutters.

122. No machine cutters signed?—No; and the reason is this: that seeing that there is a very strong feeling manifested in the matter, and knowing that machine cutters had been canvassed to sign a petition against this Bill, we felt it would be very invidious to ask any man to place his name on a petition in such a way as was likely to jeopardise his situation; that is the reason why these signatories are all hand cutters. Some of them have worked at machines in the past, but they are not working at machines at the present day.

123. Therefore, although you have men on your union who are machine cutters, yet nevertheless they have not signed this petition?—They have not signed. They have never been requested to do so, for the reason I stated.

Mr. *Stuart-Wortley.*

124. On the question of practicability, it has been said it is not practicable to mark files in the way proposed; will you tell the Committee your views as to that?—If the objection stands upon the question as to the files being too small to be marked, I have a sample or two here which, I think, are rather small files; in fact, smaller than are generally cut with machines.

125. How would you describe them; are they 4 inches?—No; this is a 3-inch saw file, and it is marked "entirely hand-cut." It is plain and legible, and any gentleman can see and read it without glasses (*handing in a file*).

Mr. *Albert Bright.*

126. There are many smaller files than this file you have handed in, are there not?—Not as a rule cut by machinery.

Chairman.

127. Do you say there are none made by machinery smaller than that?—I do not say there are none; but the custom or the rule, at all events, with us, is that they do not get down to the smallest sizes. There are some. I have got some quite small ones here for example (*producing some samples*), but these run below the average sizes.

Chairman—continued.

Mr. *Stuart-Wortley.*

128. What do those range from?—Three, four, and five inches. They are the most difficult kind of files to mark legibly, and they are legibly marked, as you will see. There is no difficulty there; and as to the expense, it is a mere nothing

129. Do you know any firm that is already marking its machine-cut files?—There are several firms who mark hand-cut files.

Mr. *Albert Bright.*

130. Do they stamp machine-cut only?—No; they stamp hand-cut.

Mr. *Stuart-Wortley.*

131. But you know one firm, do you not, that marks its machine-cut files and not the hand-cut?—Yes, that is the firm of Osborn. I am informed they mark the whole of their machine-cut files "machine-cut"; but that they do not mark the hand-cut.

132. So that their case shows that it is practicable?—Yes.

Mr. *Albert Bright.*

133. Do they make small files?—They make all kinds of files.

Mr. *Pierpoint.*

134. Do you say that there is no machine-cut file of less size than this you have shown us?—No, I do not say there are none less; but I say, as a rule, the files run larger than that. There are some machine-cuts made abroad I believe, very small sizes; but in those cases it would not be a more difficult matter to deal with than the matter of the label; all that could be easily arranged. The great bulk of files are such that they could be easily marked.

Mr. *Albert Bright.*

135. The advantage of machinery is much greater in the large than in the small files, is it not, because then the heavy work is done by machinery instead of the arm?—Yes; and as a rule they pay better.

Mr. *Stuart-Wortley.*

136. It is said that this Bill is exceptional legislation, and that there is no precedent for it; what have you to say as to that?—I take it our position is this: that if the Act of Parliament is found insufficient to accomplish the objects for which it was framed, then, on evidence being forthcoming of the weak points, there should be an attempt to strengthen it, so as to protect the weak and ignorant as against those who are in a position to impose.

137. Is there not a precedent for compelling some mark to be placed upon goods in the case of the Margarine Act of 1887?—Yes. It was shown by the agricultural interest that it was interfering seriously with them, and the Government then took steps to protect them by legislating on the matter.

138. That

Mr. *Albert Bright.*

138. That Act is believed rather to have increased the use of margarine, has it not?—If this Act increases the use of machine-cut files, all the better for the machine makers. We do not care.

Mr. *Stuart-Wortley.*

139. Do you come here to assert in any way that machine-cut files are inferior to hand-cut?—I do not deal with that question at all. I believe, very likely, evidence may be forthcoming, if the Committee require it, from expert men, men who use the file, and who would be better able to speak as to its durability and wearing quality than myself. But, at the same time, I do maintain that when we find such firms as Messrs. Burys' and Messrs. Firth's and others of high reputation, and the largest firms in the city, continuing to cut the files by hand, and employing no machinery whatever, and still retaining their position, the only fault that they find being the undue and unfair competition by persons who do not deal as honourably (according to the view they take) as themselves. I take it that is clear evidence that, given a fair field and no favour, the hand-cut file will hold its own, and I venture to say, so far as I have obtained information, will beat the machine-cut files.

140. All you ask is that the consumer should know what he is buying?—That is all.

141. You believe that, without some such mark as is proposed by this Bill, he cannot be expected to know that?—It is impossible.

Mr. *Charles Shaw.*

142. Have you any idea of the ratio, speaking generally, of machine-cut to hand-cut files?—I can give it you by the number of men employed, which appears to me to be the fairest way to put it.

143. I do not think that is a fair criterion; what is the output?—I could not say positively as to the output. No doubt the machines put out a very large proportion of the large sizes. I could not say what the output is, but I can say this: that, so far as the persons engaged in the occupation go, they will stand something like 10 or 12 to 1; that is, the persons dependent upon the occupation for their livelihood.

144. Of the whole output of Sheffield in files would 75 per cent. be machine-cut?—No, certainly not.

Chairman.

145. Can you give us an idea of what is the proportion of hand-cut as compared with machine-cut files manufactured in Sheffield; which is the largest number?—I take it that the hand-cut is, taking the files on the whole, in consequence of the numbers employed.

Mr. *Pierpoint.*

146. Throughout the country, you mean?—Yes.

Mr. *Jacks.*

147. When you say "the numbers employed," do you mean the number of individuals or the number of files?—I take them both. The number of individuals is very much larger. There are a number of towns where they do not use machines at all, and I have to take the trade as a whole.

Mr. *Stuart-Wortley.*

148. Have you there the petition of the Association of File Manufacturers; that is to say, the employers who oppose this Bill?—They have petitioned against the Bill.

149. The fourth paragraph of that petition says that this is exceptional legislation, and there is no precedent for it. We have already dealt with that. Then the petition goes on to say, in the sixth paragraph, that "the Bill is promoted in the interest of one class of labour, the hand-cutters, as against another class of labour, the machine-cutters, equally as deserving in every respect. The Bill implies that hand-cutting is necessarily superior to machine-cutting, which implication the association entirely denies." Have you anything to say as to that paragraph?—I do not think I have got a copy of the petition at the moment.

Chairman.

150. Putting it shortly, is it your opinion that hand-cut files are superior to the others?—Yes, given a fair chance, I think they are.

Mr. *Stuart-Wortley.*

151. A great many users of files think the same, do they not?—Yes. I left that matter for the experts to bear more striking testimony upon.

Mr. *Albert Bright.*

152. I understood your answer a little while ago to be that you did not say one was better than the other?—I preferred to leave the matter to the expert users, although now that I have been put the question straight, my opinion is that the hand-cut files are better, given the same chance.

Mr. *Jacks.*

153. What do you mean by "given a fair chance"?—I mean to say there are some workmen who, if they are sweated to a point where they cannot put in the best work, naturally produce inferior work; but if they are employed at the proper standard rate they can do better.

154. That is a different thing; they cannot be made inferior with the machine, I suppose; when the steel is once put into the machine, the work is properly done with the machine, I presume; it cannot be scamped; you cannot sweat a machine?—I should say it is the very easiest thing in the world to produce most inferior stuff from a machine. The hand-cutter, when he is working, at every shifting, that is, at every space, has an opportunity of taking his tool out and repairing it, whetting it, and making it fit to produce a really splendid tooth; whereas in the machine the chisel is put in, and in many instances away it goes, side after side, till I have seen them become (as, for instance, in these files I have before me now) altogether unfitted for the work that they are intended to execute.

Mr. *Jacks.*

155. That may happen with the hand-cut ones, too, may it not?—In regard to the hand-cut

Mr. *Jacks*—continued.

files the hand-cutter has every facility for producing a really good tooth. Here is a file, for instance, I have before me that will show it (*placing a file before the honourable Member*).

156. If experts cannot detect the difference, I do not think I could?—Perhaps not.

Mr. *Albert Bright.*

157. I understand from what you say that inferior cut files can be produced either by hand-cut or machine-cut?—Yes, certainly they can.

158. And that the best files also can be produced by either?—That is, the best in their line. But then that does not determine the question as to which really is the best. You can produce the best in a certain line, but it may not be the best in another line.

Mr. *Stuart-Wortley.*

159. It is stated in the petition of the Association of File Manufacturers that hand-file cutting is injurious to health on account of the lead that is employed; have you any views on that point?—I have been somewhat interested in looking at the ages of our men since this question came up. I was surprised to find that a very large proportion, in fact, the great majority, of our men were between the ages of 30 and 49. Although it was said to be such an injurious trade, yet they bore comparison in the matter of age with the Amalgamated Engineers, who are supposed to be engaged in a much more healthy trade.

160. I suppose, if the trade is unhealthy, that is a matter for restrictive sanitary legislation, if for anything, is it not?—Yes; there has been considerable improvement in this matter of sanitation under the Factories and Workshops Acts, and no doubt the health of the men has been materially improved by enforcing better conditions as regards not allowing them to work so crowded together, and also as to better drainage.

161. Even if it were admitted for the sake of argument that hand-cutting be an unhealthy industry, that is not a reason why the consumer should be told a file is made by hand when it has been really made by machine, is it?—Not the slightest.

162. Do you agree with the statement of the employers in their petition, that the proportion of machine-cut files is growing greater every year?—I am not prepared to combat that, simply for this reason, that I find the practice that has been complained of (that is, placing goods in the market in order to secure orders at a cheap rate) has had the effect of causing the trade in machine-cutting to develop.

163. I think those are all the questions I have to ask. Is there any other point that you would wish to refer to?—There is one matter that I should like to mention, and that is as to the opinion of the general public on this Bill; that is to say, the large consumers or users of files.

164. Do you hand in a list of the large consumers of files who have signed in favour of this Bill?—I do; I have here the original.

165. Will you hand in that list?—Yes. (*The same was handed in.*) These gentlemen are all members of business firms, and have all signed

Mr. *Stuart-Wortley*—continued.

in favour of the Bill; they have been waited upon personally on the subject.

166. Is this the petition they signed: "The Deception in the File Trade. To the Honourable the Commons in Parliament assembled and the Select Committee *re* Files Bill. Gentlemen,—In consequence of a large quantity of files cut by machinery now being placed on the market by Sheffield manufacturers and others, bearing no mark by which they can be distinguished, in many cases being represented as, and sold for, hand-cut files, to the permanent injury of the trade: We, the undersigned, being large buyers or consumers of files, hereby testify to our approval of the Bill now referred by your honourable House to a Select Committee, and trust that the result will be to provide for the marking of files in such manner as shall enable merchants, dealers, and consumers to know what they are purchasing, which is not the case at the present time"?—Yes.

Mr. *Charles Shaw.*

167. Speaking generally, can you tell the Members of the Committee who are not conversant with the trade, what the difference in price is between the machine-cut and hand-cut file of the same character, giving the ratio?—Of course, I am not a dealer in files; but I am informed that the difference is not above two and a-half on a file in some cases, or from two and a-half to five per cent. That is what I am informed, but I do not give that speaking as a retailer of files.

168. That is the addition for hand-labour in the case of hand-cut over machine-cut. I should like to ask whether in the case of the Indian Government railways, for example, when they tender for files they do not stipulate hand-cut, but they simply tender for files?—Yes.

169. But in many cases is it not well known that they expect hand-cut?—I believe that has been so in the past; and of course that way of sending out the tenders leaves it open for persons to supply either the one or the other, so that of course it is a matter which rests with the persons taking the contract. But if they have an understanding that hand-cut files are expected to be supplied, that places those persons who are disposed to deal squarely in the matter at a disadvantage.

170. That brings me to my next question: if on this Bill passing all files machine-cut were compelled to be marked "machine-cut," would it not come about that no one could supply files to the Indian Government railways save hand-cut files?—No, I think not, if it did not stipulate in the contract. If the files were marked "machine-cut," of course the authorities would be able to test for themselves without any fear as to the comparative quality of the files, and they would probably order straight what they wanted. If the machine-cut file was the best, they would order the machine-cut file; if the hand-cut file was the best, they would say, "supply us with hand-cut files." There would be a better chance of dealing straightforwardly, and there would be this benefit, that the manufacturer who wanted to deal straightforwardly and

Mr. *Charles Shaw*--continued.

and honestly, would feel himself placed in a fair position.

Mr. *Jacks.*

171. That is assuming that one class is better than the other?—Yes; it would let him have a fair chance.

Mr. *Charles Shaw.*

172. The question I am putting is very practical, because I was told the other day that firm of merchants were supplying the Indian Government Railway with files, and that those files were always passed, because there was no work whatever upon them; that is to say, they were neither marked "hand-cut" nor "machine-cut," and they were always passed, but that if the files sent out were marked "machine-cut," the experts there would not pass them, and this firm would then be compelled to order its files from America, where they would be under no such legislation?—I do not take that view. I believe the Indian Government would be sufficiently business men to understand if they had an opportunity of testing which were the best value for the money; they would be eventually in a stronger position, and they would order that which was best. Of course, I can quite understand that if a person has been deceiving his customers, and there has been a revelation (and that is the strong objection on the part of the opponents to this Bill, in my opinion), many of them do not want the consumers to know exactly how they have been dealing. But that does not alter the fact that it is not a fair way of dealing. The best way of dealing is to sell the article for what it is and stand to the consequence. The reason why we lose our trade very largely in England is, because people have begun to lose confidence in the way in which we have manufactured our goods. I have had a long experience now, and I venture to express that as my opinion. That applies in more cases than one; it applies to more cases than files.

Mr. *Scott Montagu.*

173. Would you tell the Committee what you think is the practical advantage of the hand-cut over the machine-cut file when you come to use it; where is the hand-cut superior to the machine-cut?—So far as the file itself is concerned, generally speaking, there is more uniformity of character. If you order, say, from Messrs. Firth, a dozen of files hand-cut, I will venture to say they will be uniform in character. If you order a dozen files from a machine cutter, as I stated, they may have the files cut in a machine with a tool that has been used a long time, and consequently it will not produce as good a tooth, and further, we hold that it does not produce as good a tooth; consequently you get a more uniform character of file; and also the experience of expert mechanics who use these files is, that the durability of the hand-cut file compared with the machine-cut (that is in length of service) is manifest.

174. That is the point I wanted to get at. Is that because the row is really deeper and better done by the hand-cut process than by the machine-cut?—I take it that it is a better tooth; better calculated to stand hard work.

Mr. *Scott Montagu*—continued.

175. It does not clog up, as they say, so much as the machine files do?—I think you will have a witness before you who will explain that to you. I will not venture to say more than that.

176. Would you say for dealing with difficult and hard pieces of material all the big firms prefer hand-cut files to machine-cut?—There is great diversity of statement; but I have got a letter from Messrs. Bury's, whose interest lies in producing the very best article, in which they state that, after repeated tests and lengthened experience, and being in contact with other competing firms which produce machine-cut files, they find the adherence to hand-cutting is the best. That is stated in their letter which is here.

Mr. *Jacks.*

177. Messrs. Bury make only hand cut; they do not make machine-cut files; is not that so?—Certainly.

178. Therefore, naturally (I am not saying it in any disparaging way) it is probably their interest to advocate hand-cut files?—Yes; but Messrs. Bury's are practical men; they are men of the world and men of business, and their object is to maintain a very large trade and a good trade; and seeing that there is no objection in the way on the part of the men if they found by experience it was to their advantage, of course they would adopt machines; there is nothing in the world to prevent them. But their experience in conducting one of the largest, if not the largest, businesses in the whole of the city, is that hand-cutting is the best. I take it that their experience cannot be biassed at all, because it is only a question with them of producing the best article; they could put machines down to-morrow if they thought they were best.

Mr. *Scott Montagu.*

179. Reference has been made to the possibility of hand-cut files being imported from America. Have you any evidence to show that there are hand-cut files made in America?—There are hand-cut files made in America; but machines are largely used there, because of the scarcity of skilled workmen.

180. Is it the fact that hand-cut files from Sheffield and that district are imported into America now?—There are some; but, of course, the tariff has interfered with that.

181. There is a small import trade into America, is there?—Yes.

Mr. *Jacks.*

182. Do you know, as a matter of fact, whether within the last two years there has been a single hand-cut file sent into America from Great Britain; do you know that of your own knowledge?—If you mean by knowing it of my own knowledge have I made up consignments, I do not know of it in that sense; but I do know, as a matter of statement, that some files have been sent. Very few, I believe.

183. Can you tell me from the Board of Trade returns, for instance?—I have not noticed them; but

Mr. *Jacks*—continued.

but generally America, we understand, has been closed to us all round.

Mr. *Charles Shaw.*

184. Do you know whether American machine-made files have been imported into England in any number?—I have heard some have come, but I do not believe to any large extent.

185. Those are not hampered in any way by being marked as machine-cut, or otherwise cut?—No; but if this Bill passes they could not come in.

186. But they could go direct to our colonies; they could be sent to the customers of English merchants direct to India or direct to Australia?—Very likely they could; but the English manufacturers would be in this position, that they would have shown on their part there was no possibility of deception, so that you could get what you asked for; you could be supplied with machine or hand-cut as you wanted if this Bill was passed. The question of the foreigner competing with us is a question which, to my mind, appears to be outside this altogether, because they will compete with us in any case.

187. Is it your contention that this Bill, if it becomes an Act, does not add to the cost in any shape or form?—I should not be able to reckon it up by decimals.

188. If it is decimals in the units it becomes large in the aggregate, does it not?—Yes; but spread over the production of files it would simply be infinitesimal.

189. Then may I take it that this Bill if it becomes an Act would add to the cost?—There is just the extra expense of marking; there certainly is a little cost.

Mr. *Jacks.*

190. I wish to ask you just one or two questions on points which you have not made clear to me. In your leading evidence you pointed out the irregular cutting on some of the machine-cut files, and you said that could be done by making the tool go irregularly, as I understood?—Yes.

191. Is that done intentionally; is it done to imitate hand-cut files?—I have not seen myself, but I believe an honourable Member of this Committee has seen a circular advertising as one of the specialities in machinery that they are able to imitate the irregularity of the hand-cut files. That shows it is done with the intention to deceive.

192. Then why should they advertise it?—I understand I was mistaken in saying that it was advertised; but, at all events, it was made a special point of by the machine maker.

193. You said it was difficult, indeed almost impossible, even for experts to tell the difference?—That is on some classes of files. It is possible to imitate hand-cutting so closely that it would be almost impossible, on some classes of files, for an expert to detect the difference; but in the main an expert cutter would be able to detect it.

194. Then when is the detection made?—That is a question as to who you regard as the expert. Do you regard the expert as a person like myself, who has been brought up to understand how to manipulate tools?

Mr. *Jacks*—continued.

195. Supposing I buy from you a quantity of files, and you send them as hand-cut, and I cannot tell, and no expert can tell, whether they are hand-cut or not, when do I discover I have been cheated?—You would find it in the wear of the article.

196. Your contention is that a hand-cut file wears longer than a machine-made file?—Yes.

197. Then does that relate to the quality of steel of which the file is made or to the quality of the workmanship that is put into it?—The quality of the steel is the foundation of the file, and, of course, upon that depends what the file is in the output undoubtedly. But I take it when we are discussing a question of this kind, we are discussing the merits of files made from the same quality of steel but by different processes.

198. That is exactly what I mean; your contention is that the hand-made file, owing to the manner in which it is cut, wears longer than the machine-made file?—I do not want to make that a speciality. My point is this——

199. That was the reply you made to my direct question, as I understood?—Possibly so; but that is not specially the point. The special point is this, that deception is practised, and that people cannot detect the deception until it is made, and whether it be better or worse no person has a right to be supplied with things that they have not asked for.

200. That is a matter of opinion we are not called upon to decide; what we are called upon to decide is this: I put a direct question to you, and the reply was that a hand-cut file lasted longer, owing to the character of the hand-cutting as against the cutting by machine?—Yes, you can take that as my experience.

201. I understood you disclaimed that answer just now; but you still adhere to it, do you?—I did not intend to disclaim it.

202. You said that was not the point, but that the point was that it was better to have a mark. May I take it now that what you say is that the cutting by hand gives a character to the file that enables it to wear longer than if cut by machine?—That is my intention.

203. Is that difference caused by undue friction by the cutting chisel of the machine, or how do you consider it is caused?—There are a number of reasons. A man may work a machine who is not a practical cutter, and does not understand how to prepare his tools.

204. I am speaking now of files that are cut in such a way that no mortal man can tell whether they are cut by machine or hand. I take it that the grooves are of equal depth, and that the little points or excrescences are all of equal shape. That being so, if there is a difference in the wear, it necessarily follows that the quality of the steel must be affected by that operation; for if there was anything in the depth of the groove, or in the shape of the nodules, or by whatever term you describe them, then any man could tell the difference between a hand-cut and the machine-cut files; could

Mr. *Jacks*—continued.

could he not?—No, he could not; he would have to have a very long experience to do so.

205. Experts, of course, have a long experience; what is your reply to the objection I have pointed out?—The case you have put as to not being able to detect the difference between the two is very exceptional.

206. That is not quite what you said before, as I understood. I understood, as to all these samples which you have produced, that it was with the utmost difficulty you could make out which they were?—I have no doubt the purchaser cannot make out; but I made them out without the slightest difficulty.

207. Experts, you said, often could not make them out?—I said there were classes of files which experts had difficulty in making out.

208. Supposing the buyer cannot make them out, you will admit, I presume, that in that case they must resemble each other exceedingly closely?—Yes.

209. If they resemble each other so closely, and yet one wears so much longer than the other, how do you explain the fact that the one should wear longer than the other in any other way than that the one operation affects the quality of the steel in a different way from the other?—I explain it in this way: it is due to the character of the tooth that is put on. It may appear regular, but it may be very shallow: in the one case, it may be a tooth which after it is worn a little while is done for, on the other hand it may be a good, firm, deep tooth.

210. If the file is not deeply cut, I could tell it or anybody could tell it, could they not?—Yes, perhaps so.

211. I am speaking about two files as to which you cannot tell the difference?—I say those are exceptional cases.

212. If you can easily tell the difference the whole game is up, you will understand, in putting these questions. I have no bias one way or the other; I do not care a straw as between the two; I only want to get at the truth of the matter. You say, here are two files, one made by machinery and one made by hand; from outward appearances, from the depth of the groove, and the shape of the nodules, an ordinary workman could not tell the difference?—Yes.

213. You take those two files, and you find that one of them wears longer than the other?—Yes.

214. Now, seeing that they are both cut to the same depth, and that every excrescence upon the file is of the same shape, does not it suggest itself to you that if the one wears longer than the other it must be because the quality of the steel has been affected by the process of manufacture?—The ordinary purchaser of a file looks at the file, and he sees so many teeth on it.

215. We have admitted all that; we have it admitted that the ordinary purchaser cannot tell the difference, and we have it admitted that the ordinary workman who uses the file cannot tell the difference; that is so, is it not?—Before he wears it.

216. My point is, can you offer any explanation as to why the one wears longer than the other, seeing that they are identically the same?—Because one is a better class of tool than the other.

Mr. *Jacks*—continued.

217. I do not understand what you mean by its being a better class of tool; that is not answering my question; my question is, when they are both identically the same so far as outward appearances go, the groove being of the same depth, and the shape of the excrescence being the same, wherein lies the superiority?—The appearance of the tooth may be the same in every respect, and still the one file may be much better cut and better fitted for its work than the other.

218. And yet it would be impossible for a workman to tell the difference?—The ordinary workman could not tell until he came to wear it.

219. I can only say they are not the class of workmen I have been in the habit of controlling; however, if you say that it is a mystery, and you cannot answer the question, I will not press it any further; but as a matter of personal experience, which is, I think, of interest to the Committee, I think one ought to have either a reply or an acknowledgment. It is no discredit to you to say you cannot tell what the reason is; but I think the important point is this: if the grooves are of the same depth, and the shape of the excrescences is the same, and the outward appearance is absolutely identical, then, so far as my experience leads me, the quality of the material must have been affected by the operation; otherwise, why should the one wear longer than the other?—There might be something in the material. If you had good material in the file it would wear better than a common one.

220. You are not answering my question?—I am trying to do so.

221. Do you see what I mean?—Yes; but my point is this: that an ordinary person cannot tell whether the tooth is deeper or not, or whether it is set better than the other, until he comes to wear it. Judging from the general appearance of the file, he not having the two to compare, one may appear to be as good as the other; still, in wear it may turn out it is not, because the tooth is not exactly the same.

222. That is what I want to get at; how is it that the one wears better than the other, when they are both identically the same so far as outward appearances are concerned. You say, do you not, that in some cases it would puzzle anybody to distinguish them?—Yes, it is so. For instance, I might get a file specially cut by machine to so closely imitate a hand-cut one, that you could not detect it when you looked at it.

223. These are all statements one would like to have some example of, and the point I have taken is one which impressed itself very much upon my mind the whole time you were giving evidence; and now, when I come to put the question, you rather incline to go back upon your evidence, and to say that you can tell the difference, that the grooves are not cut so deep, and so on?—In the ordinary class of file.

224. Do I rightly understand this: that a machine-cut file is cut in such a way that the grooves are not sufficiently deep, so that an ordinary intelligent workman, say an engineer, can tell the difference?—No, generally speaking he cannot; he has not been trained to detect the difference.

Mr. *Jacks*—continued.

225. Then does the hand-cut file wear so much longer than the machine-cut file because the grooves are deeper?—There is a better tooth on, whether the grooves are deeper or not. It is possible for a machine-cut file to be knocked in, and a deep tooth made; but still it would not wear so well as a file that was not knocked in. The question is the adaptation to the work.

226. That is another question altogether; that is the choice of a file suitable to the work?—Yes.

227. What I want to know is, if the files are both the same can you not say wherein consists the quality which makes the hand-cut file wear longer than the other. If you cannot tell us, just say so, and that finishes the matter?—If you suppose that the tooth is exactly the same, and is put on in the same way in every shape and form, and the material is the same, then those two files should, at all events, run pretty well together in wear, if it is so; but my contention is——

228. Never mind your contention. As I understand, in the end we have arrived at this point, that in the case of two files, one made by hand and the other by machine, where the depth of the groove and the shape of the tooth are absolutely the same, the one will wear, or ought to wear, as well as the other?—My contention is, that only a practical engineer, who has worked at the bench, and knows all the working of it, is the man to give an opinion upon that.

229. You are not in a position to give an opinion?—I am not an expert upon that.

230. You are not in a position to give an opinion?—I give an opinion, but it is only for what it is worth. I am not a practical engineer.

231. Now, coming to No. 2 case to which you referred, which is the Admiralty order; I think perhaps the examination was not quite complete, because in the last sentence of your answer, when Mr. Stuart-Wortley asked you about the detection, you said "they never detected the difference"?—Can you tell me in what connection I said that. Who was it that never detected the difference?

232. When did the Admiralty find out that they were getting machine-cut files instead of hand-cut?—When our expert went down to the dockyard and examined them.

233. What suggested to them sending for an expert; how were suspicions aroused at the Admiralty that they were not getting hand-cut files?—From a statement that was made.

234. Attention was called to it?—Yes.

Mr. *Stuart-Wortley.*

235. In that case the vendor of the files took a different view of the facts; did not the manufacturers contend that on the Admiralty order they were entitled to supply machine-cut files as much as hand-cut?—No, that point was never contested; it was admitted at once that the order was supplied wrongly; the mistake was put on the manager.

236. I only brought that case forward for the purpose of showing that the Admiralty experts might be deceived?—Quite so.

Mr. *Jacks.*

237. Now, coming to case No. 3, you said there was one hand-cut file in every parcel?—In each of the two parcels.

238. And that they were very bad?—Yes.

239. Were the machine-cut files good?—They were sound files; that is to say, they rung. I do not say they were good.

240. May I ask if the inference from your evidence is that the machine files were put in good, and the hand-cut ones put in bad, in order to create prejudice in favour of the machine-cut files?—I am not prepared to say that.

241. Then what is the object of the evidence?—The object of the evidence is to show that a large business was being done in files that were stated to be hand-cut, and were machine-cut in the main.

242. I quite understand, and I am perfectly satisfied. Then you said there was no name whatever upon the files?—No.

243. Would that be a very suspicious fact to the ordinary mind?—It might be; it would be so to me.

244. So that in that case the buyer was so much of a fool that one could hardly pity him. Then in the case of the West Indian order, I think you said there was no prosecution?—There was not.

245. I would like just to ask a question or two about the question of advertising. In their advertisement, Messrs. Burys say that their files are "guaranteed all hand-cut"?—Yes; "guaranteed all hand cut."

246. And the words "all hand-cut" are in heavy leaded type, are they not?—The words "hand-cut" are.

247. That being so, would it not be exceedingly unfair, and indeed I will say, would it not be dishonest, if Messrs. Bury had machines in the face of that advertisement?—Certainly.

248. Now, take Tyzack Sons, and Turner; they have a very different advertisement; they simply say, "manufacturers of steel hand-cut files and saws." They made a great many things besides files and saws?—Yes; so do Bury's.

249. Which are not stated in that advertisement?—Yes.

250. Now, is there anything wrong in their not putting in machine-made files any more than there is not putting other things which they make?—I do not say there is anything wrong in that. I simply brought it up as showing the different kind of advertisement, and the fact that they did not advertise machine-cut files.

251. Let us be quite frank with each other; the feeling in your mind was that Messrs. Tyzack ought to have advertised their machine-made files as well as the hand-cut?—Yes, to have put them on a level with Bury's.

252. Now, coming to the third firm whose advertisement you quoted, they apparently absolutely glory in their shame, because they advertise machine-made files; that firm evidently believe that machine-made files are as good as hand-made?—Yes, but they do not advertise the hand-made.

253. But they do make hand-made files, I understood you to say?—Yes.

254. So

Mr. *Jacks*—continued.

254. So that here we have one firm who makes only hand-made files, and advertises them?—Yes.

255. We have another firm who makes both classes of files, and only advertises the machine-made ones?—Yes.

256. We have a third firm, Messrs. Tyzack, who also make both classes, and they only advertise the hand-cut ones?—Yes.

257. Does not that seem to indicate that it is a matter of individual choice and opinion which advertisement will take the market best?—No doubt they put in that which they think will take best.

258. So that this question of advertisement absolutely amounts to nothing; it does not show any intention whatever to deceive the public; because if Messrs. Tyzack want to deceive the public by advertising only hand-cut files, does not it occur to you that the third firm seeks equally to deceive the public in advertising only the machine-cut files?—You have put it very strongly in your question. I do not say they did do that. A person has a right, as you put it, to advertise whatever he likes, provided what he advertises is correct; but this is only part statement.

259. It is part statement in both cases, is it not?—Yes, it is.

Mr. *Stuart-Wortley.*

260. Do Osborn's, as a matter of fact, turn out any hand-cut horse rasps, because the "machine-punched" only applies to "horse rasps"?—I could not answer that question. They might turn out a very good hand-cut rasp, for anything I know. I have no feeling, of course, against Osborn's or against Tyzack's, you will quite understand.

Mr. *Jacks.*

261. I quite understand that; I think we may dismiss the advertisements; at any rate, they do not weigh very much with me; there is one question I would ask: you said, and I am perfectly sure with every desire to be accurate, that there was no difference whatever in the conditions or standing in your union of the machine men and the hand cutters?—Yes; that is to say, they are admitted on the same terms.

262. Do they get the same wages?—They are paid according to the standard for machine cutters.

263. Which of them average the most?—I could not tell you. Some would earn more and some would earn less. It depends a good deal upon the form of work and the class of work upon which they are employed.

264. One of your replies I did not quite follow; my honourable Friend asked you if, in that list of 2,500, there were any others than hand cutters who signed the petition?—Not to my knowledge.

265. The reply you gave, very properly, was that you did not ask the machine men, and the reason you gave (and it was this that made me wonder a little) was that asking the machine cutters to sign it would jeopardise their situations?—It might.

266. Just so. The hand cutters work in shops where there are also machine cutters, do they not?—They do not all work together.

Mr. *Jacks*—continued.

267. But they work in the same employment; I suppose, for instance, some of the hand cutters of Messrs. Tyzack, Sons, and Turner may have signed?—Yes.

268. Does not it suggest itself to you that those who work in shops where they have both hand-cut and machine-cut files would jeopardise their situation to a much greater degree than those who only work in the hand-cut shops?—No doubt I am a little bit imperfect in apprehending the point. I think there is some little misunderstanding between us. The position I took was simply this: The petition was sought for from the hand cutters who were in favour of this Bill. I have not got the signatures myself.

269. I quite accept all that?—So far as I am concerned, the signatures of the machine cutters have not been sought, because it was felt they stood in a somewhat invidious position.

270. Because it would jeopardise their situations?—Yes. I was informed, for instance, that one man made a statement that he did not like to sign because he did not care for his employer to know he was signing.

271. The point I want to make is this: I can quite understand the reason why all Bury's men signed, because they are all hand cutters; but in the other workshops where they have both machine and hand cutting, would not a man who is a hand cutter and signed in that shop jeopardise his position to a much greater degree because he shows a preference?—I do not think so. He is in this position: he is a member of our society, and, as a rule, the machine cutters are not members, because they have a society of their own. But there are some who belong to our society, and naturally we look to the men who belong to our society to support anything that belongs to our society.

272. I will not pursue that further. Then there was a question just suggested, but not pressed; do you know anything whatever of the foreign-made files, in Germany, for instance, and America?—I have seen them.

273. Do you know anything of them?—As a merchant, do you mean?

274. Have you been there?—No.

275. You have never seen any of the works in Germany or America?—No.

276. Practically you could not speak upon that?—I could not speak upon that.

277. Mr. Stuart-Wortley asked whether there was any precedent for this special legislation, and you instanced the Margarine Act; I understood that was the only precedent that was quoted?—The watch trade would be another; I did not think of it at the time. The watch trade was protected when it was shown that it was necessary to protect it.

278. That was done against the manufacturers in Switzerland chiefly, was it not?—Yes.

279. What I want to ask you is this: Does not it suggest itself to your mind that in both those cases the object was to prevent the unfair competition of the foreigner. My point is this: I want to point out to you the difference between protecting home industries against unfair, and, in some point of view, dishonest, and foreign competition, and of differentiating between one

Mr. *Jacks*—continued.

mode of manufacture and another in this country; so that, in point of fact, you admit that that is no precedent with regard to the principle of the present case. The fact is this, to my mind: that wherever fraud and deception are practised we are bound, as a legislature, to see that steps are taken to prevent it.

280. You have used the word "deception" two or three times; what is the difference in cost, or in price, between hand-made files and hand-cut files; is it 2½ per cent. difference?—Yes, I was informed that it was 2½ to 5; it may be more.

281. Do you think that any respectable firm, for the sake of 2½ per cent., would wilfully deceive any one?—I believe there are plenty of people deceived for less than 2½ per cent.

282. The next point I want to ask you about is this: I think at the end of our conversation you admitted that a file made by machine would wear as long as the file made by hand?—No, I scarcely admitted that.

283. I think you will admit this: You say that the tendency was more in the direction of increasing the manufacture of machine-made files than of hand-made files?—It has been so in consequence, I maintain (and others who are able to form an opinion) of the deceptions which have been practised which have compelled a number of manufacturers to follow suit in order to get orders for files, because the file is a leading article; that is where it is: so that you are forced to adopt measures you do not approve of.

284. I quite agree with that, and I quite approve of it; but do not you think the file makers would be rather foolish if they did not adopt machines, seeing that machine-made files are so similar in quality. I think you admitted there was no difference?—No, I do not admit that.

285. The next point is this: You said that we lose markets because consumers have lost confidence in the way in which we make our goods. What home or foreign markets have we lost owing to the consumer having lost confidence in the way we make our goods?—I believe there is a lot of stuff now made abroad that is bought up because it is sold cheap, in consequence of people not being sure they will get what they bargain for and pay for in England.

286. That is exactly the reason I expected, because I know it is exactly what is occurring elsewhere. The reason why the consumer takes the foreign made article is because it is cheap, is it not?—If a person pays a better price there is no guarantee in files that he is bound to get the best.

287. Never mind; the reason why he buys the foreign made article is because it is so much cheaper, is it not?—I could not always say that, but in the main I daresay it is.

288. I will put one question, which I ask by courtesy, it is not perhaps evidence: If that is the case, would not it be the better for this country to produce the files as cheaply as possible without having regard to the quality?—I do not think so. A file is a tool with which a man has to earn his living, and the best thing to do is to ensure getting as good an article as you can, but in any case knowing what you are purchasing.

Mr. *Pierpoint.*

289. Is there anything on the face of the file, or in the use of the file, that would show the ordinary purchaser any difference between a foreign made file and an English made file, whether hand or machine made?—I do not know of anything.

290. I mean on the file itself?—I do not know of anything.

291. If I go into a shop and buy a file, not being a skilled workman, but only an amateur in the use of the file, is there anything, if I ask for a hand-cut file, to point out to me that I am being supplied with a hand-cut file, or with a machine-cut file as a hand-cut file?—As an ordinary purchaser there is nothing.

292. Is there a process in file-making called "sand blasting"?—There is.

293. Will you tell me whether a file can be at the same time hand-cut and sand blasted?—Yes.

294. It can be?—Yes.

295. Is that the case with the small as well as with the large files?—Chiefly the large files.

296. Can the small files be sand blasted and hand-cut?—Yes, I suppose they could.

Mr. *Albert Bright.*

297. In whose interest has the movement for this Bill been commenced?—In the interests of the workmen and in the interests of consumers who have communicated with me on various occasions (as I cited in my evidence) stating that they themselves were being deceived, and that difficulties were created in the market.

298. Did the complaints come first from the consumers?—In several of the principal cases mentioned communications were made to me by persons who were in the file trade; but a large factor in the case was the fact that we found, as a society, that certain firms were sending out a large quantity of files which we had good reason to believe were ordered to be hand-cut, but were being done by machine, and our workmen were walking about the streets doing nothing. Naturally, in self-defence, we took up the question in conjunction with others.

299. Then I understand you that the agitation was originated by the workmen, who thought that their work was being taken away from them unjustly, and not by the consumers of the files, who thought that they were being cheated?—You may say in conjunction with both, sir; because I have repeatedly had communications from persons who have found difficulties.

300. There is a long list here of people who use files; some of them eminent firms?—Yes.

301. Can you tell me anyone of these firms that made a complaint that the files the firm were buying were really machine-cut when they were expected to be hand-cut?—Not direct to me.

302. To anybody; for the purpose of starting the agitation for this Bill I understand you to say that certain people have complained of being deceived?—Yes.

303. That was the origin of the thing, because I understand this thing is to protect the public against deception?—Yes.

304. Have some of these firms complained that they have been deceived in that way by being supplied with machine-made files instead

of

Mr. *Albert Bright*—continued.

of hand-made files?—Some of the Birmingham people (that is the hand-cutters) and some of our people in the engineering and cutlery trades have repeatedly had conversations with me upon the matter, but so far as regards any of those particular firms communicating direct, I cannot say that they have done so.

305. You mean to say the masters have complained, do you, or do you mean those employed by them?—Some of the people.

306. You mean the masters who buy files, and give them to the workmen to use?—Yes, that is the information I have gathered from other people; I have never had anything direct on that.

307. Therefore, I understand the complaint in the main originates with the makers of the hand-made files, who have not been well employed lately?—Those are the parties that have taken action.

308. That was really the first step towards it, and not complaints made by people who consumed the files?—It has been a matter of general complaint. Manufacturers have said themselves that they are offering files at such a price that they must be machine-cut files, or they could not offer them at the price; consequently we cannot do our business.

309. The machine-cut files, then, are underselling the hand-cut files?—Yes.

310. And the intention of this Bill is to try to prevent people using machine-cut files to the detriment of the trade of hand-cut files?—The object of the Bill is to ensure that there should be a fair field and no favour. If the article is described as "machine-cut," then the public know what it is, and no one can complain; at present they can.

311. Suppose it is not described as anything, and that people do not wish to specify whether it is hand-cut or machine-cut, what is the object, then, of putting on the mark?—In order to be able to determine between the qualities of the two, certainly.

312. Suppose I use in my business a great number of machine and hand-cut files indiscriminately and do not care in the least which they are, what interest is it to me as a consumer to have "hand-cut" or "machine-cut" on the file?—Suppose you use them indiscriminately and you pay more for the hand-cut files; suppose you pay two and a-half or five per cent. more and get supplied with machine-cut files; you are at a disadvantage. Your interest lies in knowing what you are buying, and in paying what you know to be the market price for the goods.

313. Suppose you find that the machine-cut file works just as well as the hand-cut?—Very well; then you will adhere to the machine-cut if you can get it cheaper and no one is injured.

314. Can all files be made by machine; files of all sort?—It has not been done here yet. I am not prepared to say whether they can make all kinds by machinery; they can make most of them.

315. Is it not the fact that most files are cut on one side by machinery, and that the other side is finished by hand?—I know a case of

Mr. *Albert Bright*—continued.

that kind, if you mean the half rounds, of course.

316. The half rounds?—In many cases the flat side is cut by machinery, and the half-round side is cut by hand; in many cases, of course, they are finished by the machinery.

317. Is it not the fact that there are many cases of half-round files to which machinery is not adapted, and in which it does not pay to use it?—Yes: a machine can finish a half round file; there is no difficulty about that, nor "rounds" either.

318. But there are some things, are not there, that it would be very difficult to adapt a machine to cut?—They are out-of-the-way sort of things. There are many things which do not come in in large orders, but in small quantities, and it does not pay to put them on the machine in any case, so that the hand-cutters have to do them.

319. Is not the fact that one firm marks "machine-cut" on the files it sells evidence that there is a strong presumption that machine-cut files are just as good as hand-cut?—Yes; I take that as an argument in favour of the Bill, because if one firm can afford to do it there is no reason why the others should not; not the slightest.

320. Why should not the makers of hand-cut files mark "hand-cut" on their files?—Many of them do, but I hold this: it is no reason why I should be taken under the care of the police because there are a lot of rogues about. They look after the rogues; they do not look after me; I am an honest man.

321. I do not quite understand you; you and your association are the movers in trying to get a Bill passed to make makers of a certain quality of files mark what they are on them?—Yes.

322. Would not the purpose be equally well answered by your marking on your superior goods how they are made?—No; I do not think it is fair to impose any disability, if it may be called a disability, or any conditions, on hand cutters who have never deviated from straightforward business and leave other people alone who are deviating from it and doing things they ought not to do.

323. Has there ever been a case of a hand-cut file being supplied where a machine-cut file was wanted?—I do not know.

324. As it appears that some people are of opinion that machine-cut files are better than hand-cut files, is it not quite possible that hand-cut files may have been substituted for orders for files which were intended to be machine-cut?—Possibly they might; and it just amounts to this, that if that is practised it may be done with the intention of pushing the machine. That complicates the business more, and makes the position stronger for saying that they should be marked.

325. Have you ever heard of a case in this country in which a distinction has been made by a trade mark between two things in which there was only this difference, that one was made by hand and the other by machinery?—I do not call anything to my recollection about that.

326. For instance, would you think it would be a reasonable thing to mark cotton cloth that is made on a hand-loom, "hand-loom made," to

Mr. *Albert Bright*—continued.

distinguish it from what is made on a power-loom, or that bread that is kneaded by hand should be marked differently to bread kneaded in a machine?—I think that is altogether a different thing.

327. I think it is precisely the same thing, it is just a question of hand making?—There is no question of deception as between hand made bread and machine made bread.

328. Do not you think machine made bread is likely to be cleaner than hand made bread, and that therefore there might be deception in selling hand made bread for machine made bread?—That is a thing that does not exist. We are trying to deal with things that do exist.

329. I may take it that you do not know of any instance in which Parliament has stepped in to make a distinction between one thing and another, simply because the one thing has been made by hand, and the other by machinery?—Not to my knowledge.

330. Therefore this is quite a new departure?—I am not so sure of that.

Mr. *Burt.*

331. At the commencement of your evidence you mentioned petitions that had been presented in support of the Bill that we are now considering?—Yes.

332. I think you said that one of those petitions had been signed by upwards of 2,500 people in the aggregate?—Yes.

333. From different towns?—Yes, that is the file cutters.

334. And I think you said in answer to some questions that were put to you afterwards that you are not aware whether those that signed the petition were all hand cut file makers?—I did not collect the evidence myself. I did not get the signatures myself, and I thought I made it clear that only those who were working at the trade and depending upon it for a livelihood had signed the petitions. I thought I also made it clear that they were persons (at any rate, I intended to, if I did not) who were likely to have families and others dependent upon them, because there were 1,248 of them in Sheffield and the district alone, whose ages ranged between 20 and 49.

335. I do not know that that is very material. What I want to be at is this, if you can tell me, the total number of workmen employed in the trade as hand-file cutters?—In the industry?

336. Yes?—Of course, I have not got the whole of the signatures of the persons employed in the trade, but a very careful estimate brings it out that there are between 3,000 and 4,000 in various parts of the country. There are some places where file-cutters are employed, for instance, in London, where they have not been worked up, also in Liverpool, also in Cardiff.

337. You said, in answer to Mr. Stuart-Wortley, as I understood you, that as regards the policy of your union, you do not distinguish between the hand-cut and the machine cut workers?—No, we draw no distinction.

338. How many members have you in your union; what would be the total number?—There are between 1,700 and 1,800 on the books.

339. And what proportion of those would be

Mr. *Burt*—continued.

hand-cut workers?—The great bulk of them. The men that have gone to work at the machines do not number above a dozen, all told; they are very very few; but my point is this, that we have never raised any objection to going to the machine; when they go to the machine they continue their membership, and there is no distinction in any shape or form between them and the others.

340. And you raise no difficulties in the way of admitting the machinemen, in fact, you welcome them; you are quite as ready to accept them as the hand-cut men?—Any that are brought up to the trade are quite welcome to join.

341. In speaking of the petitions, you referred to the London Trades Council, and then you said it was last year that they petitioned?—Yes.

342. They have not petitioned this year in favour of the Bill, have they?—No, they have not; but I have no doubt it only requires placing before them. The reason why it has not been done is that the secretary has been ill, and the matter has not been brought before them again.

343. You have no reason to suppose that they have receded from their position of supporting you?—Oh, no.

344. With regard to this list you have been good enough to hand to us, it says, "list of consumers who have signed"; does that mean who signed petitions to Parliament, or what does the word "signed" refer to?—That is the original (*handing the same to the honourable Member*).

345. Of course that answers my question. This is a printed copy; but I suppose the petition itself has been presented to Parliament?—It was brought before this Committee for the first time; it will be forwarded to Parliament.

346. You have told us how difficult it is for the ordinary consumer to distinguish the hand-cut from the machine-cut file, and you have been so elaborately questioned on that subject that I do not think I need pursue it further; but you have stated that the difficulty lends itself to fraud and deception. You gave us certain instances of cases in which machine-cut files had been supplied when hand-cut files were ordered. Am I right in concluding that all those were home made files. You did not bring any evidence of any that had been imported from other countries, I think?—All home made, every file of them.

347. With regard to instances of that kind, I suppose you are aware that it is an offence against the Merchandise Marks Act for machine-cut files to be supplied if hand-cut files are ordered and placed on the invoice; it is an offence now against the Act?—Yes, if they are marked.

Mr. *Stuart-Wortley.*

348. There must be a mark, must not there?—That is a moot point.

Mr. *Burt.*

349. You allege that there must be a mark; that simply ordering hand-made and then others being supplied is not fraud, at least it is not an offence against or a violation of the Merchandise Marks Act?—Well, as I have understood it, it

is

Mr. *Burt*—continued.

is an offence against the law; you could take action against the person who defrauded you in that way.

350. Then, as far as that is concerned, no alteration is needed?—In a case of that kind possibly not; but the great difficulty there is in following up and ascertaining and protecting oneself from such-like things certainly necessitates some legislation, and the legislation talked of; that is my opinion.

351. Are you much affected by foreign competition in your trade?—No, we have not felt it.

352. Most of the cases of which you complain are really home-made cases?—Yes.

353. Then, with regard to the practicability of marking, you have brought before us some specimens of files, and you say there is really no practical difficulty in marking even the smallest file?—So far there is no practical difficulty in going down to the smallest that are (generally) at present executed by machine; and in cases where it was found difficult to mark, there would be no difficulty, or but little difficulty, in arranging that a label should be put upon the files; but so far as present experience as to the size of the files cut by machinery is concerned, there would be no practical difficulty.

354. Then as to cost, would the cost of the production be increased to any appreciable extent?—Certainly not; oh, no; in a large firm one man would mark the whole output of the firm. The marks are very cheap. A two shilling or half-crown mark would last a year or two with care. Of course they would require several marks very likely, but still that is not a factor which needs to enter into the question at all.

355. You instanced the Margarine Act as a case somewhat analogous to this?—Yes.

356. But was not that Act passed to protect the public against fraud mainly?—Yes; so would this be. A man that has got to get his living by the use of a file has as much right to be protected if he is imposed upon as a man that eats butter. It is not everybody who eats butter, and it is not everybody who uses a file.

357. Has there been any very strong general exhibition of public feeling, by petitions or otherwise, showing the necessity of new legislation?—There has been a very strong feeling, I think, as indicated by the fact that I have appealed to the various trades councils, representing about 34,000, and they have petitioned Parliament. I will cite, as an instance, the Amalgamated Engineers. They are men that you might expect to be opposed to this Bill if there was any prejudice at all, seeing that they make machines; but they are thoroughly with us, and have actually taken steps to help us, and have appointed a witness to come here and speak on their behalf on this question. You will have an opportunity of having him before you.

Mr. *Hazell.*

358. There have been so many questions asked that I do not need to trouble you long, but I should like to ask two or three. I understand the total number of hand file-makers in the kingdom is, as far as you know, 3,000 to 4,000?—Yes.

359. Does that include women and young

Mr. *Hazell*—continued.

persons?—Yes. There is not a very large quantity of women. The number of women, perhaps, as far as we can make out, is about 400.

360. The remainder are men and boys?—Yes; men and boys.

361. How many workers are there of the machine-cut file, do you think, society and non-society?—The statement was made some little time ago by an official of the Machine Cutters' Society that their numbers ran from 230 to 260. They are in connection with the Federated Trades Council organisation, and they represent 180 of them.

362. Then are there many non-society machine cutters?—That includes all. When the question was put, it was said that from 230 to 260 are machine cutters.

363. Society and non-society?—Yes.

364. Some questions have been asked as to health; you were asked: is there any lead used in hand-cutting, and you said, as I understood, that lead is used, but that it is not an unhealthy trade; there is no lead-cutting, is there?—No; but they have to have beds, just the same as though there were. The hand-cutter, of course, handles the lead more.

365. On the question of health I will ask you a straight question: suppose you were putting your son into the file-cutting trade, and you, on the ground of health alone (apart from wages), wished to decide whether you would put him into the hand-cutting or the machine-cutting, which would you do?—Well, as a practical workman I should put him to the same occupation as that which I follow.

366. I do not think you would?—There are men in our trade, working at the trade to-day, that are 75 years of age. I am very sorry I have not it here; but at the hotel I left a photograph of 20, and the average age of those men is about 65 years.

367. If you were deciding on the question of health, which of the two branches of the trade you would choose for your son; do you say you would not care which it was?—With care a hand file-cutter lives to, as I say, as fair an age as a great number of others.

368. That is not quite an answer to my question; you, as a father, you would regard your son's health; if the wages were the same, and prospects in other respects were the same, and you and your wife were particular on the ground of health, would you put him to one branch or to the other, or would not you care which?—I am not in a position to judge as to machine-cut as regards his health. I can tell you this: that some of our men have gone into the machine shop and they have come away from the machine shop on the ground that they could not stand the enormous rattle and strain there was in the noise, on the machinery; and although hand-cutting may affect men, still the nerves are affected by the machinery. That is my experience so far as regards some of our men who have turned into the cutting shop.

369. Then as to the way in which the public are deceived about these machine-cut files, it is rather difficult to get at the facts; I will not press this question if it is not within your own

 knowledge;

Mr. *Hazell*—continued.

knowledge; but, suppose a working engineer would use in a certain period a dozen hand-made files, and suppose he was deceived and had machine ones thrust upon him, how many do you think he would want for the same period?—Well, I will leave that for the practical engineer who will come before the Committee to answer; I think that will be more satisfactory than mere conjecture from me, because I have not used them.

370. How was this list of consumers compiled; who sent out the petition they signed?—It was sent out under the direction in Birmingham of a friend of mine, who suggested that one of the best things to do was to ascertain the opinion of large consumers of files, seeing this was coming before the Committee.

371. This was sent out on your authority, in point of fact?—Yes, with my knowledge.

Chairman.

372. I have just one or two questions to put to you; as I understand it, you are promoting this Bill in the interest of the consumer and of the particular trade affected, the hand cutters?—Certainly.

373. Now, is it a fact that a machine-cut file may be made as well as a hand-cut one?—There are various qualities.

374. If you will just attend to my question it will shorten the matter very much; I want to know whether it is possible, and whether it is a trade fact that machine-made files are made as good as the best hand-cut files?—I do not think so.

375. Would you say that it is not?—I will leave that for the expert engineer to answer.

376. Then you cannot deny that it is so, as far as you are concerned?—I would not attempt to give an expert opinion as a user.

377. I thought you had been giving us a good deal of expert opinion?—Not as a user; I do not use a file.

378. Were you never a practical worker?—I have cut them.

379. I am speaking of making?—Yes.

380. You are therefore a judge of the manufacture?—Yes.

381. Then I ask you whether you have not in the trade ascertained that as good files are made by machinery as are made by hand?—As a matter of fact, our experience has been the other way.

382. Will you deny that there are any that are made as good as the other?—I could not deny that there are some machine files that are, perhaps, better than some badly-cut hand files.

383. I am not talking of badly-cut files; I am talking of the best of both; I may come to the badly-cut presently; I take the best of both; is it not possible to produce some of the one equal to the best of some of the other?—I will take this position; I do not think it is.

384. You do not think it is; now will you tell me why?—Because of the greater care bestowed in the preparation of the tool and the manipulation of it.

Chairman—continued.

385. That depends upon the care. Suppose the greatest care is bestowed upon the making of machine ones, cannot they attain the same excellence as the others?—Well, I have yet to learn that they can.

386. Would you deny that that is possible?—Yes; I should stand to the supremacy of the hand cut.

387. You will stand to it that you think so?—Yes.

388. It is quite possible to have very inferior hand-cut files, is it not?—Yes.

389. That depends upon the workmen, upon the material, upon the tools he is furnished with?—Yes.

390. Therefore there may be a considerable number of badly made hand-cut files, may there not?—Yes.

391. I suppose we may admit the same as regards the machine-cut file; there may be a good many badly-made machine-cut files in the market?—Yes.

392. Then the risks seem a little equal; the consumer may buy some very inferior hand-cut files and some very inferior machine-cut files?—Yes, of course; as they are in the market he may, certainly.

393. Now with regard to stamping: what is your objection to stamping your own work to show that it is better than anybody else's?—My objection?

394. Yes; you have been asked why should not you stamp the hand-cut files?—I am not aware that I personally object to the stamping of the hand-cut files.

395. I thought you said it put you under a disability?—Yes; but if you will allow me to proceed, I do believe that it is unfair to place any obligations upon persons who have not in any shape or form violated any principle, and leave other people to just do as they like.

396. But that is rather begging the question. You want to put it upon a number of file makers who have never violated anything, although they are the machine-made file makers?—Of course I want to describe the article, certainly.

397. Only to describe the article?—Certainly.

398. But then you say that you have a great objection to do that for yourself?—No, I did not say I had an objection to do it.

399. You said you objected to disability being put upon you?—We have never attempted to deceive, but others have.

400. I am pointing out to you that a number of honest makers of machine-made files have not attempted to deceive, yet you are going to include them in this Bill?—Yes, certainly.

401. That is rather hard, is it not. But does it not come after all, to a question of honesty; and do you know of any laws that will enact that honesty shall always be observed and shall always be detected?—It comes to a question of protecting the ignorant, and those that have not a practical knowledge of these things, from deception.

402. Do you mean that the buyers of files are ignorant, that they do not knew that if they give a low price they get an inferior article, and that if they give a high price and demand a guarantee with

Chairman—continued.

with it they can get it?—That is not how it is worked out; it is not worked out in that way.

403. I observe in one of the instances you give in support of the Bill that it was a case of machine-made files detected in Liverpool, stamped "hand-cut"?—Yes.

404. That was a distinct fraud, was it not?—It was.

405. How would that be altered by this Bill. A fraudulent man might put "hand-cut" upon files in spite of this Bill, might he not?—Those files were machine-cut, and if this Bill had been in operation he would have had to put that on them.

406. You assume that if this Bill were in operation he would be obliged to; but if he is a fraudulent man who evades the Act, you know, he puts what he likes on?—Yes.

407. Then how is it that your proposed Act is going to do such great wonders?—I do not know that I cited that except to show that deception was practised. I take it that if the Bill was carried into law there would be every reason to keep people on fair lines in trading, and there would not be that incentive to take orders at a cheaper rate, and push out manufacturers who were prepared to send the article into the market which was expected from them.

408. Take the case I am putting to you; there a manufacturer was so fraudulent, as you say, that he stamped the files as "hand-cut?—Yes.

409. That same man would in spite of this Bill of yours be just as likely to stamp them "hand-cut," and run his risk?—Possibly he might.

410. Then what does you law do to meet fraud?—On the general question it would certainly be a very great advantage.

411. Now, I observe that most of the files that I have seen bear the maker's name, is that so?—Most of them do.

412. Is not that a way of assuring the public that they are honest files, and of the nature which they are sold for?—We have cases where manufacturers of files are not always understood to employ machinery. In some cases machines are not fixed on the premises; they are outside, and no one knows that they have any machines. It has been a very common thing for visitors to go round works where they employ machinery in the manufacture of the files, and although they have shown them the hand-cutting portion of the work they have not shown them the machine-cutting portion of the work, and consequently they have gone away with the conviction that hand-cutting only was employed in that particular firm.

413. I think you must admit that there is a chance of having as fine and excellent files made from machinery as from hand; you say you rather doubt it, but you will not deny it; then if I contract to supply a number of files of the same quality, what does it matter whether they are machine-made or hand-made?—It does matter if it is a question of price.

414. And quality?—I mean to say that is in the case cited.

Chairman—continued.

415. I should have to answer to the purchaser for my agreement or for my contract?—If it is a question of price (if 2½ to 5 per cent. is obtained with the understanding that they are hand-cut and you supply machine-cut) of course there comes in a difficulty.

416. If a man says, knowing it to be untrue, "This is hand-cut," then you can have at him in many shapes with the law as it is now; he has told you a lie by which he has obtained money; you can indict him for false pretences if he knows they are not hand-cut and he sells them as being so?—Yes, sir, but you know as a legal gentleman the great difficulty there always is in proving any cases of fraud of that character.

417. But how does this meet it; this does not carry it any further that I see; the difficulty of proof is the same whether he did know or did not know?—It would give greater confidence to the trade generally.

418. That, of course, is what we shall have to deal with and to give very proper attention to; now you say that some of the files may be too small to be marked; did I understand you so?—I said it was possible there might be some in the future.

419. Then why not except those in this Act; you are ordering a man to do an impossibility; in every case he is to mark every file and you admit that a considerable number cannot be marked?—No, I do not admit that so far as present manufacture is concerned. My experience so far as machine-cutting is concerned is that the files that are, down to the present time, cut by machinery can be marked.

420. But you cannot answer for all time, whether there will be smaller files, or what not?—No, none of us can.

421. Then you are enacting something in the dark which compels a state of things which a good subject will not be able to comply with altogether in that respect; that is a small matter?—That is a matter that could be dealt with in the Bill.

422. You have been asked about watches; you will observe that in the case of watches they professed to come from abroad here, and this Merchandise Marks Act generally deals with the use of some description upon the watch which was misleading to the purchaser, to make him think that the watches were made in the United Kingdom?—Yes.

423. That was to meet a positive fraud?—Yes, but I fail to see the difference between the one and the other; whether it is in the kingdom or outside the deception or fraud is the same thing.

424. To make it similar it would have to be the case of files, which, being made by machinery were marked and stamped "hand-cut"; that is exactly the case there, and your Bill does not touch that; with regard to margarine do you know that that was within the Adulteration of Food Act?—Yes.

425. Then it seems hardly so much to apply as a precedent here, but that is a matter of argument?—Certainly.

Mr. William Henry Senior, called in; and Examined.

Mr. *Stuart-Wortley.*

426. Do you belong to Sheffield?—Yes.

427. Are you president of the Hand File Cutters' Society?—I am.

428. Are you yourself a practical cutter by hand?—I am; I have cut files for 32 years.

429. Have you heard the whole of the evidence of Mr. Uttley?—Yes.

430. Do you concur with what he has said?—Principally I do.

431. Do you concur with what he has said as to the deception that is possible and that is practised in the file trade?—Yes.

432. Do you concur with what he has said as to the impossibility for anybody except trained experts to distinguish between a machine-cut and a hand-cut file?—Yes.

433. And as to the demoralising effect of these practices upon the trade generally, both to the producers and the users?—Yes.

434. Is there anything you wish to add to Mr. Uttley's evidence?—Only that I have had an opportunity which Mr. Uttley has not had, of going over a lot of these goods which were sent away from Sheffield to the various dockyards and the Government departments. I had an opportunity of looking over a stock of files which were sent as hand-cut files which were not hand-cut files, and there eliminating 2,950 dozen of files which had been sent by a firm in Sheffield to the Admiralty; I had that experience, and certainly could answer some questions which Mr. Uttley has not answered, probably to the satisfaction of some of the gentlemen around here.

435. At all events, you agree with regard to that case that it was not until experts had been turned on to these files that it could be discovered whether they had been cut by machine or by hand?—Yes, and I could give you some proofs of that particular case. At the commencement of those proceedings I was one of the people who were deputed to go to Portsmouth and see the files, and to convince the authorities at Portsmouth Dockyard that an imposition had been practised upon them. In our presence was the Admiral of the Portsmouth Dockyard, the examiner or inspector of this class of goods, and there in their presence, and before the Admiral of that dockyard, the people who should have known were not able to detect but what the files were really hand-cut files. They put before us in the presence of the Admiral a specimen of hand-cut files from another firm, and a specimen of machine-cut, and asked us to point out to them, in these various files, the difference betwixt them, and show how we could tell; and we did so to their satisfaction.

436. You went there by request of the Board of Trade, I think, or the Admiralty?—Yes. They had been supplied as hand-cut files, and I have the instructions here. If I am not out of order I would like to answer a question that was put to Mr. Uttley. Supposing two files were cut, one by hand and one by machinery, they should be exactly alike in breadth, depth, length,

Mr. *Stuart-Wortley*—continued.

and so on. This is brought about through the different mode in which they are manufactured. I will try to make it very plain. If we had the things here which I could show, I think I could convince you. The machine has the file firm in its grip, or "boss," or whatever they like to call it; it only moves forwards. If it were cast in a mould it would not be as strong; it would be cast metal. In the case of a man who has the file in front of him, and can use his foot, and so work it, he leans his chisel in a certain position; it has more play. The consequence is that the tooth of the file produced by his chisel is a lot stronger on the bottom than on the top. It is broader at the bottom than on the top. That is brought about through the play I have spoken of in the hand of the man, which is not produced in the machine, because there it is fast; it has no play; it cannot go any further forward or backward. In the case of a man where his chisel is it has this play; that produces the broadness at the bottom and the sharpness at the top which compels it to be stronger than it would otherwise be if it was in the machine.

437. Is there anything further that you have say on that same point?—No.

438. Is there any other question asked of the previous witness to which you wish to refer?—No, I do not remember anything just now.

Mr. *Scott Montagu.*

439. I should just like to ask you this question; you heard the question I asked Mr. Uttley about these hand files clogging up. They do not clog up so fast as machine files. The reason of that is the reason you have just told us, is it not?—Yes.

440. That the bottom of the tooth on the files is wider in the hand-cut than in the machine-cut files, is it not?—Yes.

441. Therefore, when they are filing the hand-cut file does not get clogged up with the metal shaving so quickly as the machine-cut file; is not that so?—That is so.

442. Therefore the hand-cut files are preferred for that very reason?—Yes.

Chairman.

443. Do I understand that that is invariably the case?—Yes.

444. Invariably?—Yes.

445. I thought you said it depended upon the greater play and the shifting which might vary in the one and in the other?—The man has the chisel in his hand resting on the block, he feels the other with the hand; in the machine the file moves and can only go in that direction (*describing*).

446. But he does not use always the same force?—No, he regulates that.

447. He has not always the same tool?—No; but the man is responsible for these; he buys his own tools; the machine man does not.

448. I understand all that, but what I meant

to

Chairman—continued.

to say was this: you answer me that it is "invariably" the same?—Yes.

449. I am suggesting to you that there must be a considerable amount of variety at times in the play, in the change of position, and the difficulties under which the particular workman is at the time, the special tools and so on, that is all?—It is in this way: a man would not get a class of file to cut like this until he was a competent man; he has to produce the regularities of a certain class of work before he can get it.

450. But you misunderstood me; there are different degrees of competency?—Certainly there are.

451. You told me it was invariably the same; that is what I quarrelled with for the moment?—It is like a boy in a standard, he gets lifted from one standard to another.

Mr. *Jacks.*

452. In giving that explanation which you kindly volunteered, I understood you to say that the superiority of the hand-cut file consisted in this, that the tooth when it was made by the hand was broader at the bottom than if made by the machine?—Broader at the bottom.

453. Yes; show me on this file?—This file is narrow here. This is what we call a flat-edge; it is exactly flat like the side is. The man strikes it here and makes it like that; he makes it so that it will glide one tooth against another; the man glides his chisel to that tooth and strikes it there; but before he can produce this length and breadth and depth he must have had at least seven years of practice; without that he could not produce a file like this.

454. That is very interesting, but not quite the question; you say there was a difference in the tooth?—Yes.

455. What is the difference?—The difference is that it is stronger.

456. Never mind how it is done; is it broader, is it a different shape?—It is a slightly different shape.

457. What is the difference?—The chisel in the machine is thicker on the edge than what the chisel is in the hand of the man.

458. It makes it a clumsier groove, does it, or does it make a broader groove?—I want to try to make it plain in the way you can understand me; I am only an ordinary working man. The difference is that the tooth upon this file produced by the hand is thicker at the bottom on account of the shifting of my hand, which causes the tool to lean like that (*describing*).

Mr. *Charles Shaw.*

459. One is more wedge-like than the other?—Take this one. The machine is more in that way, which causes it not to be so strong when the weight comes against it. In the case of the man it leans more that way; consequently it is thicker here and sharper here. Every stroke the man takes he can see; if the chisel has got wrong he stops at once, because if he went on he could not get paid for it. The reason he does not mark it is not his fault, it is the manufacturers'; but he could mark it; the man is only paid for cutting it, and must cut it.

Mr. *Jacks.*

460. I have only one question more to ask you and it is this: if the hand-cut groove is that shape and the machine-cut that shape; how is it that the difference cannot be detected by Government officers and Government experts?—Because the tooth is so small that an ordinary man cannot perceive it. There are two files here, one cut by machine the other by hand; I would like to point out which is which.

461. Then in that difference, the shape of the groove, consists the superiority of the hand-cut file?—Yes.

462. And that enables the hand-cut file to be longer lived than the machine-cut file?—In my opinion that is the true explanation of the question you asked Mr. Uttley.

Mr. *Albert Bright.*

463. The previous witness said that your union included both hand-cutters and machine-cutters, I think?—Yes.

464. Have the machine-cutters not a separate union?—They have.

465. Then how comes it that machine-cutters are in your union?—In this way: a man need not be a hand-cutter to be a machine file-cutter. There are not more than a dozen men who cut files by machinery that are members with us. These men have served their time to a particular trade. We could not have the machine-men in our union, because if they were to be out of employment through looking after the machines they could not cut a file by hand.

466. To qualify a man for your union then the machine file-cutter must also be a hand file-cutter?—Yes.

467. But I think the previous witness said there were more than a hundred machine cutters in your union?—No.

468. It is the same union as yours?—Yes; I said there were about a dozen, and Mr. Uttley said there were about a dozen.

469. He said there were a good many hand file cutters out of work, and that is the reason why this Bill originated, because they were out of work?—Yes, they want to get work.

470. They want to be protected against what they consider unfair competition; that is so, is it not?—Yes.

471. There are a lot of hand-cutters out of work, are there?—Yes, a lot of hand-cutters are out of work, and simply for this reason: you can quite understand it, when you see firms obtaining orders for hand-cut files and supplying machine-cut. The consequence is, that these men are driven out, they have no work to do; and we complain, and rightly complain, because this thing is done. The men are thrust out, and that is done by firms which have obtained a reputation for producing a good genuine article honestly and fairly; and in the cases we have quoted they have traded on that reputation; have sent machine-cut files, deceiving the consumers, and that results in our men not doing the work, because they cannot get it to do when it is done by the machines. But it is not fair to us to say, what is the proportion that we can prove. We have proved that nearly 3,000 machine-cut files have been sent away from one place which

Mr. *Albert Bright*—continued.

should have been hand-cut. It is like asking us how many people are carrying that out. We believe there are several carrying it out, and our men have to suffer.

472. You say the hand file-cutters are out of work?—Yes, some of them.

473. Are there machine file-cutters out of work?—That I could not answer. I am not in their union and do not know.

474. That is not your union?—No.

475. Are they out of work?—No, there are no men in our union who look after the machine that are really out of work. If they are not working a machine now, it is simply because the work was strange to them, or they did not like the work, and they have left it.

476. Mr. Uttley gave a reason, which did not seem a very good reason, why the machine-cutters were not asked to join with the hand-cutters in promoting this Bill. He said it was, I think, because they were afraid of losing their places, or something of that sort; but it did not seem to me that they should be in any more danger than the hand-cutters of losing their places?—The reason, in my opinion, why they were not asked to sign this petition was that they were getting up one on their own account to prevent this Bill becoming law; they probably thought that if people got to know what the files really were they would not have the machine-cut, but prefer the hand-cut.

477. The machine-cutters have been raising opposition?—Yes.

478. Can mechanics and engineers who use files detect whether they are using a machine-cut file or a hand-cut file?—An engineer or mechanic would certainly be better able to answer that question than me. We have to cut he file; we never use a file in the same manner that a mechanic or engineer does. If a man were to bring to me a file, and say, "Can you cut me one like it?" I could so cut it that there is no one round this table who could say which was which; I could so imitate it.

479. If the files are all marked "hand-cut" and "machine-cut," the mechanic could at once tell whether he was using a hand-cut or a machine-cut file?—Yes.

480. Whereas if they are not marked, he might not be able to arrive at that knowledge?—No.

481. There is no truth in the suspicion, is there, that your body desires to enable the men to be able to detect at once that they are using a machine-cut file, and out of sympathy with your union refuse to work the machine-cut files?—There are a number of men, who, if they had a chance, would work the machine to-day, and we have no antagonism or anything against them: all we want is that each article shall be marked plainly, simply what it is, so that the man who uses it shall know exactly what he is using, and buy that which suits his purpose best; then we are willing to say the thing is honest and fair, and we ask for no more.

482. Would not all your wishes be met by the hand-cut file manufacturers marking their files so?—Yes; if they would do it on both sides we should have no objection to do that.

483. Supposing the hand-cut file makers marked all theirs "hand-cut," that would provide for the whole thing, would it not, because it would be fraudulent for the others to mark theirs?—Yes. They say it would be throwing some work upon them which they are not entitled to have.

484. They want to throw the work on others?—Yes because the others are not dealing fairly.

485. You do not say that all others are not dealing fairly?—No, but we have proof that a good many men that are respected and looked up to are doing this. The particular firm which I have been referring to have supplied the Government for 30 years with files.

486. The cost of marking hand-cut files would be a very small matter, would it not?—Yes, either hand-cut or machine.

487. We have had evidence from Mr. Uttley that there is a firm making files which habitually stamps "machine-cut" on its files, and as it sells them at 2½ per cent. less than hand-cut files, we understand you may be pretty sure that it does not cost much to put that mark on?—No.

488. Why should not your friends put "hand-cut" on your files if it costs such a very small amount of money, and settle the matter at once without having the trouble of getting a Bill and coming to Parliament?—There is a firm that do put on "hand-cut" to protect themselves.

489. Why should not you all do it?—We are only workmen; they are not ours.

490. But workmen have a great deal of power nowadays, we know very well?—We could not put any name on a file given to us to cut, however much disposed we might be to do so, and however the file is cut.

491. Still, I should have thought that those for whom you work would be quite willing to put "hand-cut" on, would not they, if you were to make a point of it?—We have asked them. They say they do not wish to be bothered with it; they have been going on in an honest way, and they think it unfair.

492. There is a very large quantity of files in stock, is not there?—I could not say. You will have some managers here.

493. It is probable that there are many tons weight of files in stock, is it not?—I could not say; we do not see the warehouses.

494. Supposing there were, how would you propose under your Bill to deal with the stock of files already made and hardened?—They could be marked.

495. How could they be marked after being hardened?—They are done so.

496. They would have to soften them, would not they?—No; all files sold are tempered up to where you see that black mark (*pointing to a file*), and it could be put on where the soft part is. You could file this part with another file, here.

497. If it were tempered up here, there would be a danger of its breaking?—Yes, it is tempered up to where this mark is, and a mark could be put on there now just as well as at any other time, and this file is hardened.

Mr. SAMUEL CARTWRIGHT, called in; and Examined.

Mr. *Stuart-Wortley.*

498. ARE you a file cutter?—Yes.

499. At Sheffield?—Yes.

500. Are you a member of the File Cutters' Union?—Yes.

501. Are you also chairman of the independent committee formed to promote this legislation in those parts of Sheffield which are called Philadelphia and Walkley?—Yes.

502. Have you heard the evidence of the last two witnesses?—I have.

503. And do you concur generally with what they say?—Yes.

504. And do you agree that it is necessary to have a mark to enable an ordinary purchaser to distinguish a hand-cut file from a machine-cut file?—I do, indeed.

505. Do you believe that the Bill, if passed, will remove the incentive to fraud which now exists?—I do.

506. Do you believe it is the practice of manufacturers to mix up machine-cut files with the hand-cut?—It has been done.

507. And do those who use the machines always keep the machines on their own premises, or do they keep them away?—Some of them have them away; they will not have them on their own premises.

508. Have you anything to add to the evidence of the previous witnesses?—Only the fact that only experts (and in some instances, they could scarcely do it) can tell machine-cut from hand-cut, which proves the necessity of this distinctive mark for buyer and consumer. It is necessary to have something to guide them, and that condemned order that Mr. Senior has spoken of, of nearly 3,000 dozen of files passed by Government examiners, to us appears sufficient evidence that they should have a distinctive mark. In reference to some of the questions put, as to why we should not have "hand-cut," I personally, and those with whom I have been working, would be delighted to see hand-cut files marked "hand-cut."

509. You would not object to an amendment of this Bill, making it necessary that hand-cut files should be marked to the same extent as machine-cut?—Not at all.

510. Are you aware that my Bill of last year contained such a proposal?—It did.

Mr. *Charles Shaw.*

511. Would you have any objection to the position being reversed. It being an undoubted fact that there are more machine-cut files than hand-cut files, in the ratio of 75 to 25, would you have any objection to the 25 being marked and not the 75?—I should not have any objection at all, provided all hand-cuts were marked "hand-cuts." They would leave the others blank then, so long as there was a distinctive mark. That is all we require, a distinctive mark, so that the purchaser could know what he was buying.

Mr. *Stuart-Wortley.*

512. I think it fair to ask this question here. You say that is your personal opinion; you do not profess to speak for the opinion of your union?—That is my own personal opinion; I believe that would be accepted.

Chairman.

513. Would be accepted by the union?—I believe so.

Mr. *Stuart-Wortley.*

514. You believe so, but you do not say that you have authority on behalf of the union to say that?—Oh, no, not all.

515. I wish to make that clear?—I have no authority on behalf of the union to say that.

Mr. *Jacks.*

516. I should like to ask just one immaterial question. I asked Mr. Uttley, "Is a machine man and a hand-cut man admitted on the same conditions and treated in precisely the same way, in your union?" and he said "Yes." Now, I understand that a machine man, as a machine man, would not be admitted into your union?—I am not aware that he would, but as regards those things, Mr. Uttley is far better able to speak than myself, I not being one of the executive committee.

Mr. *Hazell.*

517. I think I understood that about 75 per cent. of the files are machine-made, and 25 per cent. hand-made?—I do not admit that.

518. Is it the other way round; I am not quite sure?—I do not admit that at all.

519. What is your impression of the number of machine-made and hand-made?—It is rather an awkward question. In numbers, I should say certainly there are more hand-cut files than machine-cut, seeing that a large quantity of small ones are done by hand. It depends on how you put it; whether you put it in value or number.

520. In value?—In value I should say the scale is pretty equal, so far as I am able to imagine.

521. I think in the hand-cut there are between 3,000 and 4,000 people employed, and in the machine-cut about 250?—Yes.

522. Yet, when you come to sell the files, the machine-made sell at 2½ per cent. less than the hand-made, and the cheapness applies chiefly to the larger sizes of files?—That is what I say; there are possibly about the same value of one as of the other, files principally of 10 inches and above are cut by machine; they do come lower, but they are principally 10 inches and above, which is the more costly file.

Mr. *Albert Bright.*

523. Do you know the number of people employed on hand-cut files?—In Sheffield?

524. Yes?—I can give you the number approximately; we have over 2,000.

Chairman.

525. You have 2,000 in Sheffield?—Yes, male and female, old and young.

Mr. *Albert Bright.*

526. Most files are cut in Sheffield, are they not?—It is the principal place for manufacturing files; they cut all over England, but nothing like Sheffield.

Mr. George Betts, called in; and Examined.

Mr. *Stuart-Wortley.*

527. Are you a member of the executive of the File Cutters' Union?—Yes.

528. First, I will ask you generally, do you concur with the evidence of previous witnesses?—Generally, yes.

529. Can you give any evidence as the numbers of hand file-cutters in Sheffield and the district?—I should say it is about 2,000.

530. Have you any evidence to give as to the advertisements issued and the labels and wrappers sent out?—Yes, I have several labels here. I have likewise some advertisements. You have practically had most of these; it would be hardly necessary for me to go over the ground that has been gone over with regard to advertising through the "Ironmonger."

531. Those that you have there are practically the same as those we have had?—No, not all of them. In the first place, I should like, with your permission, to call your attention to this: last June I placed one label with Sir Courtenay Boyle; that belongs to a firm whose business has now passed from the original proprietor into the hands of another firm. I should like you to see that label. This label belongs to the same firm; it distinctly has an indication that their files are all hand-cut.

532. That would be an offence against the Merchandise Marks Act, would it not?—That is, provided they sent them out machine-cut.

533. Was this label "hand-cut" placed upon machine-cut files?—Oh, no; the firm that that mark belongs to now turn out both hand-cut and machine-cut.

534. Then do they put these labels upon all their files?—I could not say that.

535. What should you say as to the proposition that the hand-cut files should be marked equally with the machine-cut files?—Well, as a workman, I should have not the slightest hesitation. We have to mark them for nothing at most places. I have worked for over 40 years for one firm, and I have to mark the whole of my firm's; that is, put my master's name on, and do it for nothing.

536. What I mean is this: would you rather have this Bill applying to, and making it necessary to mark, both hand-cut and machine-cut files than have no Bill at all?—Yes; rather than have no Bill at all, I would.

537. At present you know it only makes it necessary to mark the machine-cut files?—I should prefer both to be marked rather than not have a Bill at all. There is one label here which I am at liberty to read. I should like to read it to you. It was given to me by the vice president of the Chamber of Commerce of Sheffield. He has given me full liberty to read it.

538. Is it his label?—Yes; this is what he sends out with every packet of goods.

539. It says: "All files manufactured by me are cut entirely by hand, thus ensuring that durability and sharpness of tooth which it is impossible to attain in machine-cut files." That shows, at all events, that there is one manufacturer who believes in the superiority of hand-cut files?—Yes, and that is the name of the firm, "William Hall."

Mr. *Stuart-Wortley*—continued.

540. And he gave you leave to read that label?—Yes. There is a label lodged with Sir Courtenay Boyle, a facsimile (*handing in the same*).

Mr. *Charles Shaw.*

541. Mr. Stuart-Wortley has asked you whether, in the event of this Bill being amended, to include hand-made files, so that they must be marked as well as machine-made files, you would be satisfied; and I understood you to answer in the affirmative; that you would rather have such an amendment than no Bill at all?—Yes.

542. Would you be prepared to go a step further and say that the hand-cut only should be marked; I notice that in this Bill, as it at present stands, the word "hand-cut" is never mentioned from the first word of it to the last. Wherever the word "machine-cut" stands to-day, would you be prepared to have the words "hand-cut" substituted for the same through-out?—Substituted for "machine-cut"?

543. Yes; compelling all makers of hand-cut files to stamp on their goods "hand-cut," so that if anybody bought a hand-cut file he would know not only from practice in working that it was a good article, but would be also able to tell from the fact of its being stamped?—With the mark on?

544. Yes?—Yes, as a working man, I should accept it. But they are not the offenders, you know. The producers of hand-cut files are not those that have deceived the public.

545. But rather than have no Bill at all, you would be prepared to stamp your goods, and come under the law to that extent, that you must stamp your goods "hand-made"?—Yes, in the interest of the general public.

546. Then the other files would not be stamped at all; therefore, anybody who bought a file without any stamp on it might say, "No, it is not hand-made," if it failed to have a stamp upon it?—No, I do not agree with that.

547. Then you did not understand the question?—No.

548. Then you would not be prepared to accept a Bill of that character?—No.

549. You would rather let the law remain as it is?—Yes.

Mr. *Scott Montagu.*

550. Do you agree with the answer given to me by a previous witness (I think it was Mr. Senior) as to the superiority of the working of the hand-made files as against machine-made files?—Well, I hardly corroborate my colleagues on that point, if you would allow me to just give a word of explanation. They did not seem to me to make it thoroughly clear. Take small files: in the case of hand-cut small files (very small ones) that is so; but taking a mill-saw file (8 or 10-inch), I am under the impression that the two best specimens produced by either method may (that is, material all told) be something like equal; one would be something like equal to the other.

551. The

Mr. *Scott Montagu*—continued.

551. The best of each sort?—Yes, I mean the best samples of the two classes. I cannot see that the workman could alter the material on which the work was done.

552. No, I am not talking about that; I am talking of superiority. The question I asked Mr. Senior was this, whether it was not a fact (I have had experience myself of the fact) that the machine-made file clogs up more quickly, and the indents in it become filled with filings more quickly, than a hand-made file does, and that it does not last so long, its life is not so good?—Yes, I do agree in that; a hand-cut file "clears itself," to use our term.

553. I was putting it in the negative; I said it clogged up faster?—Yes.

554. The hand-cut file is a thing you can use longer than the machine-cut without giving it a thorough cleaning?—Yes; take those files I spoke of (using the technical term) as "mill-saw"; taking two first-class specimens of the two modes of production, I do not think you would find much difference; but the difference would be in favour of the hand-cut, and we ask (in the interest, we maintain, of humanity and fairness) that the consumer shall be the referee between us.

555. You simply ask it as a question of ethics, that the consumer should know what he is buying?—Just so.

556. And he can choose between the two?—Yes.

Mr. *Jacks.*

557. Referring to that label which you were good enough to show just now, where it says "all hand-made files," does that man make machine-made files, as well?—No.

558. I just want to ask you a question which I asked Mr. Uttley: you are a member of the executive committee yourself?—Yes.

559. I asked whether the machine-cut men enter your union on the same conditions as the hand-cut, or whether there was any difference made, and he said there was no difference made; Mr. Senior said that a machineman would not be admitted until he had learned hand-cutting, which was correct?—I believe that, as regards the men that are brought up to the trade, but that are not file-cutters, it is a fact that we have a resolution to the effect that we could not take them in as members of our society, but we are affiliated.

560. Those machine men that you have in your society are in your society not because they are machinemen, but because they have learned the trade of hand-cutting as well?—Yes, and prefer not to leave the trade; that is the point.

Mr. *Hazell.*

561. Messrs. Berry and Company petition in favour of the Bill, but there must be a great many other makers; those makers are silent, are they indifferent?—Well, I cannot answer the question further than this, that most manufacturers, seeing they have an organisation, work with their organisation.

562. You are a hand-file cutter yourself?—Yes.

563. Taking one week with another, how long does it take you to stamp your own files if you have to do it?—Well, I should (putting one week with another) do four gross a week, and it would take me, perhaps, an hour to stamp them. I should have to put two marks on them.

564. Two marks on the four gross in the hour?—Yes; I should be working fairly well to do it.

Mr. *Heath.*

565. How many gross, do you say?—Four gross.

Mr. *Albert Bright.*

566. That is very hard work, is it not?—Not very hard work; most of it is small work.

567. Very small files?—Yes.

568. Do you strike them on a lead bed?—No. Do you mean mark them on a lead bed?

569. No; I mean cut them?—Yes, in a lead bed.

570. Have you never suffered from lead?—Not from my trade, I think.

571. It is the case, is it not, that many people have suffered from particles of lead flying about?—Yes, they lose what they call the "use" of the thumb, that is the muscle, that is in some cases; but I am under the impression that it is through the bad sanitary conditions of the bad workshops we are compelled to work in; if we had better sanitary conditions, it would be better for us.

572. That is a well-known symptom of lead-poisoning, is it not, the dropping of the wrist; not anything else?—Oh, yes. We had an epidemic in which commercial men and others suffered, men who had never touched lead; scores of them were down with "dropped wrist."

573. And it would come from lead?—Yes, but that was through the water supply, not through file-cutting.

Wednesday, 19th June 1895.

MEMBERS PRESENT :

Mr. Albert Bright.
Mr. Burt.
Mr. Hazell.
Mr. Hopwood.
Mr. Jacks.
Sir James Joicey.
Mr. Pierpoint.
Mr. Brooke Robinson.
Mr. Charles Shaw.
Mr. Stuart-Wortley.

MR. HOPWOOD, IN THE CHAIR.

Mr. JOHN GRAY, called in ; and Examined.

Mr. *Stuart-Wortley.*

574. You are connected with the Amalgamated Society of Engineers, are you not?—Yes.

575. In what capacity?—I am a member of the executive council.

576. You have in the exercise of your trade acquired a practical knowledge of the engineering trade, and other trades in which files are used?—I have worked practically at the trade for 53 years before I was appointed to the office I now hold.

577. You have necessarily become very closely acquainted with the use of the file as a tool?—Yes.

578. Have you formed certain views as to the merits of machine-cut and hand-cut files?—Yes. You must understand in my trade we make the machinery for file cutting; we also make machines to do away with files altogether; but so far as I know, all the machine-made files that have been made have only been an approximation towards the hand-cut file; they do not even come up to it, and they never can excel it unless there is a different metal used, or they are made with a different cut or a different depth. The best files that have been cut by machines are only an approximation to the hand-cut files.

579. That is your opinion?—Yes

580. You said you had been engaged upon making, I suppose, the parts of the machines for making machine-cut files?—I have not been personally ; my trade has been.

581. Your trade, at all events, is to that extent disinterested in this matter?—We would encourage everything connected with machinery.

582. Nevertheless, you are strongly of opinion that a hand-cut file is more efficient for engineering purposes than a machine-cut file?—Yes.

583. Have you formed any opinion as to the possibility of the ordinary consumer distinguishing between a machine-cut and a hand-cut file?—Yes. All my experience, and all the information I have got from all parties who have been connected with the trade is that they cannot see any reason why the files should not be marked. All that people want when they purchase a file is to know whether it is a machine or hand-cut file; and they can see no reason why there should be any objection, in any way, to their being marked.

Mr. *Stuart-Wortley*—continued.

584. My question was as to the ease or the difficulty with which ordinary consumers can distinguish for themselves between a hand-cut and a machine-cut file, without the assistance of a mark?—They cannot do it; some of the experts cannot tell the difference, I believe, because the machine-cut files come so near to the hand-cut files. But when an engineer takes the files to work with them, he sees how they wear. A workman who buys his own files, and a great number of workmen have to buy their own files, if he can get a file for 1*s.* that would do the same work as one for which he has to pay 15 pence, of course he would naturally take the file at 1*s.*; but he would rather pay 15 pence for one file that would do the work than have to buy two of the shilling files to do the same work.

585. They would take the higher-priced file if they could be assured they were getting a better article?—Yes, that is so.

586. Was your own experience gained in any particular branch of the engineering trade?—No. I have been connected with engineering, machine-making, tool-making, and millwrighting, in all the different branches, having started at the trade over 50 years ago; I have had to go through all the different branches, and have been at work in all the different branches.

Mr. *Charles Shaw.*

587. You say that not even an expert can tell the difference between machine-cut and hand-cut files?—I think so, they are so near.

588. The difference is only to be found in actual work?—Yes.

589. Is that in the longevity of the file, or in the nature of the work done by it?—Sometimes the one, and sometimes the other. If you were going to do a fine piece of filing work, and did not want any scratches in it, you would be most particular to have a hand-cut file; with a machine-cut file you are not so sure as to your fine scratches if it is fine work; you would not

scrape

Mr. *Charles Shaw*—continued.

scrape out the mark; but with a good hand-cut file you always know how to use it.

590. What do you attribute the non-scratching of the hand-file to; the hand-cut file is of necessity a more irregular article than the machine-cut file, is it not?—No, it is not more irregular. For some reason or other you cannot get the grip. It might be so with some of them. I do not say that all hand-cut files are of superior quality. But machine-made files give a sort of scrape, having a scratching edge. I cannot account for it, but it is so.

591. Are you speaking now of the smooths and dead smooths?—No, I mean not rough files, but a certain cut or a smooth, the smooth in particular.

Mr. *Jacks.*

592. You said that not even experts can tell the difference, so near do machine-cut files come to hand-cut files?—Quite so.

593. In your first reply to Mr. Stuart-Wortley you said that the best machine-cut files are only an approximation to hand-cut files?—I say so still, for doing the work.

594. You mean they are an approximation in doing the work, but not in appearance?—No, in doing the work. They look just as well as the other, but in doing the work they are only an approximation.

595. You said, in reply to Mr. Shaw, that the character of the file depended upon its longevity and the nature of the work?—Yes.

596. And that if you required to do work nicely, you would pick out a good hand-made file?—Quite so.

597. If you picked out a good machine-cut file, would it not do the work equally well?—Yes, it would do some sorts of work very well indeed.

598. Have you read the evidence given before this Committee on the last occasion?—No, but I was here.

599. I asked Mr. Uttley this, at Question 227: "What I want to know is, if the files are both the same, can you not say wherein consists the quality which makes the hand-cut file wear longer than the other. If you cannot tell us, just say so, and that finishes the matter"? That was my question, and Mr. Uttley's reply was: "If you suppose that the tooth is exactly the same, and is put on in the same way in every shape and form, and the material is the same, then those two files should, at all events, run pretty well together in wear." You agree with that?—Quite so.

Chairman.

600. Up to what date does your experience as a practical man come; are you still working?—Up to two and a-half years ago I have been working as a workman.

601. Have you studied whether there has been any improvement in the machinery for making machine-cut files since?—Not for machine-cut files; there have been improvements in different kinds of machinery, of course, but not in machinery for file cutting, that I know of.

Chairman—continued.

602. Has your attention been turned to that, and have you investigated the fact whether that machinery has improved?—No; it would make no difference to me to know about the qualifications of what the machinery will do. The fact is that if we get them ordered or have to make them we carry out the order, but the nearer they come to replace hand-cut files and go into the market the better it is for us.

603. As they come nearer to the hand-cut files, the only other question to make them equal to hand-cut files is whether the steel or material is of the best sort, is it not?—We cannot go into that; we only go into the practical working of it.

604. We have to go into that question, because we want to see what is the superiority of hand-cut over machine-cut files?—Yes. You see they are made of steel, and, as my friend Mr. Councillor Uttley said, if two articles are alike in all the parts they will do exactly the same work; that is what I say. I say that people ought to know from the files being stamped the work they are suited for, so that they could buy an article suitable for the work they wanted to do.

605. I suppose some machine-made files will last a great deal longer than others, according to whether the material they are made of is soft or hard?—Yes; that is a matter that may vary with different manufacturers. One manufacturer may have a superior class of steel.

606. I am asking as to your experience; have you not found that all files vary very much in the length of time they will last?—I have known them vary, but not to a very great extent. Of course all hand-cut files are not equally good; they may be of different material.

607. The best of either sort do not often vary, do they?—No, they do not, that is what you can depend upon.

Mr. *Stuart-Wortley.*

608. You have given us you own opinion; can you give us to any extent, and if so, to what extent, the opinion of your fellow members of the Amalgamated Society of Engineers?—They would like to have the files marked. Our report last year shows that there are 77,304 members, all practical mechanics, using files in some shape or form, and I have had communications through working on machines in different trades, the brass trade, &c., and in those trades the men have to buy their own files as a rule; and of all those whom I have consulted or talked to none can show a reason why the files should not be stamped. All would prefer that they should be stamped; I have here our yearly report, which I will hand to you (*handing in the same*).

Chairman.

609. Would not that be met by marking the hand-made files?—No.

610. Why not?—You see there is a great deal of wasters in files; there are wasters both in hand-cut and machine-cut; and if you have not got them marked those files would come into the market as wasters, and that would be an injustice

Chairman—continued.

injustice to the machine-cut files that were not marked, because they would be called wasters.

611. Would that be met by marking both of them?—Yes.

612. That is to say, the hand-made files should be marked and the machine-made files should be marked?—Yes; they should be marked "machine-cut" and "hand-cut."

613. Would you like the Bill to pass in that form, requiring that both should be marked?—Quite so; that both should be marked.

614. Then why cannot those who desire it mark their files now?—I do not suppose there is anything to prevent them; I cannot give any reason why they should not.

615. Why should they not try it?—If you pass this Bill, providing that they have to mark them, they will all do so.

616. That would be for all files, or for one class of them?—Yes.

Sir *James Joicey.*

617. You said it would be an injustice to the manufacturers of machine-made files if they were not marked and hand-cut files were marked?—Yes, it would be an injustice to the machine-cut filers.

618. Would the markers of machine-made files have any objection to the hand-cutters marking their own files "hand-cut"?—Some would, and some would not; they would not like to see one manufacturer putting his files into the market marked, and the others not marked. I see an advertisement here by one man that the machine-cut file would do three times the work of the hand-cut file; that man would certainly put three marks upon his files; but that is an advertisement, and we know what advertisements are.

Chairman.

619. Is it not the fact that one or more firms do mark their files "hand-made"?—I have never seen one.

Sir *James Joicey.*

620. Do you not think that if it were a disadvantage to a machine-made file not to be marked, seeing that one competitor is always glad to get an advantage over another, it would be to the interest of the hand-cut files to be marked hand-cut?—The machine-cut files want to take the place of the hand-cut, and the hand-cut means to retain its supremacy if it can. And, in order to give fair play to each, it is a fair matter of equity that they should both be stamped, so that those who purchase them may know what they are buying.

621. I gather from your answers that it would be really an advantage to the hand-made file to be marked "hand-cut," because it would be a disadvantage to the machine-made files not to have any mark at all?—I cannot see it in that way.

622. That was the impression I gathered from your answer?—I cannot see why there should be any objection with those who have machine-cut files to stamp them, more especially if they can put them into the market more cheaply. I should say it would be to their interest more than the hand-cut file makers to have their files stamped.

Sir *James Joicey*—continued.

623. Do you not think that the user of the file rather depends upon the quality of the files sent to him, and if he gets a bad set of files from any maker he is not likely to repeat his order; do you think he cares whether the file is machine or hand-cut if it is a good file for his purpose?—Individually that is so, but a great many of those who give orders for large numbers of files do not use them themselves, and a man is apt to get a file that will not do the work it is supposed to do; whereas if they were marked, if there were bad work shown, if the file were examined it would be proved whether it was really what was offered.

624. How do you account for the machine-cut files always increasing, as the hand-cut files are decreasing, which is the case, is it not?—I always maintain that the hand-cut file has retained its position, and the other is merely an approximation to it; the machine-made file keeps improving in quality, but it is only towards coming up to the quality of the hand-cut.

625. Is not the number of machine-made files increasing considerably?—No doubt.

626. And the same rate of increase is not shown in the hand-cut, is it?—I do not think it is, because as an article of inferior quality is put into the market it will take the place of the superior, and increase in quantity, but the quality of the best article always remains the same. I should illustrate that by this example: If you buy a pair of boots you cannot tell from the appearance whether they are hand-sewn or machine-made, but you can tell the difference when you wear them; and as long as you have the means you will always get hand-sewn.

627. I gather from an answer that you gave to Mr. Jacks that the best machine-cut was equal in quality to the best hand-cut, and practically in the best qualities of both there was little difference?—If that is the case, I have not seen it.

628. I gathered that that was so from your answer?—I should say, the greater the argument for having them stamped.

629. After all, I suppose the user of a file does not care whether it is hand-cut or machine-cut so long as it is really of good quality?—In many cases the articles have to be refused where they cannot do the work. I have no doubt in some cases a machine-cut file is just as good as a hand-cut file; I am not saying that the machine-cut file is not or could not be made practically useful; I am merely saying, that when you buy an article you ought to know what you are buying when the two come so near that you cannot tell the difference till you come to do the work. There is no use in a man losing an hour or two's work if he is sure he can gain it by having a mark on the file showing that it is the file he has been accustomed to get.

630. Is it not the rule where consumers happen to get two or three bad files out of a batch they generally return the whole bundle if they are of inferior quality?—It may be done; but if you take a trade where the men have to buy

Sir *James Joicey*—continued.

buy their own files, they buy them in threes or fours, or half dozens, as they do in some trades. A man likes to know that he will get an article he can work with.

631. My experience is that small buyers know the value of an article as well as anybody?—They would not like to be served with an inferior article.

Mr. *Jacks.*

632. I take it, from your very interesting replies, that you think both hand-cut files and machine-cut files ought to be stamped, and that you hold that opinion rather because it is right for a man to know what he is buying than because there is any difference in quality?—Quite so.

633. Referring to an answer you gave to the Chairman, let me ask you, can an experienced workman not tell the difference between a waster file and a good file?—He could tell the difference between a waster file and a good file.

634. I only asked that question in order to put a second question; if he can tell the difference between a waster file and a good file, where does the hardship come in to the machine-made files if the hand-cut files only are marked; you said to the Chairman that it would be a hardship on the machine-cut files if they were not stamped, because they would have to compete with the waster files, and that would be unjust to them; but seeing that a man can tell the difference between waster files and good files, that answer does not apply, does it?—The two being so near each other, and the machine-cut taking the place of the hand-cut, you would be putting an extra charge upon the hand-cut, and letting the machine-cut off, which would be an injustice.

Mr. *Stuart-Wortley.*

635. When you say a workman could tell the difference between a good file and a waster, do you mean that he could tell it without trying it?—What we would call a waster would be simply a file that was not straight or regularly cut.

636. He could tell it by looking at it, could he?—Yes.

Chairman.

637. You said that, inasmuch as these files would, under the supposition that we are making, be marked "hand-cut," they might deceive some people in that case?—Yes; there is such a thing as being deceived; there is not the least doubt about that. There is no perfection in mechanics yet.

Mr. WILLIAM BECKETT, called in; and Examined.

Chairman.

638. WHAT is the name of your firm?—Alfred Beckett and Sons.

639. Where do they carry on business?—Green Lane, Sheffield.

640. What is your precise manufacture?—Steel, files, saws, and tools; general Sheffield tools.

641. Has your firm been long established in Sheffield?—For 50 years.

642. Have you any objection to the Bill before the House which we are now considering?—I have a very great objection to it.

643. Would you, in your own way, just slowly, so that we may ask you questions on the different points, put forward your objections to the Bill. What is your first objection?—I object to the files being marked in any way whatever, because the manufacturer spends the whole of his life in establishing a mark, and when that mark gets known to the general public, especially in a foreign country, people buying know the mark, and go upon that. A foreigner will put a file on one side because of the change of a single letter in the mark. I should object to a single letter being altered in my mark; the fact of a single addition of any description to a file might lead to its being rejected.

644. Does your answer assume you do mark all your files in some way now?—They are all marked with a brand.

645. With the brand of the maker?—Yes.

646. You object to any addition to that brand being made compulsory by law?—I do.

647. Can you give us shortly your reasoning upon that; would you tell us what inconvenience to the public or to yourselves it would introduce?—Firstly, as I said, it takes a lifetime to establish a mark and make it of value, and when that file, or whatever the tool may be, is sent abroad, where people do not understand English, in many instances, especially in the East, any change in the mark might lead to the article being rejected. Men, for instance, come down from the mountains or from the hills and count the letters that are on the article; they cannot read the words, but they count the letters. They want an article like the one they have had before with a brand or a little design on it with which they are familiar: and if you were to add more words it would mean that they would reject the article.

Chairman—continued.

648. You rely upon the reputation your tools get marked with your brand?—Yes, as far as my own firm are concerned; and that is what the whole of the Sheffield manufacturers rely upon. You will see our mark on these files which I will hand in (*handing in the same*).

649. I observe on one side of these files the name of the firm, "Beckett, Sheffield," and on the other side the word "Matchless," with an arrow drawn through the middle of a "B;" is that what you rely upon?—Yes.

650. You would object to add to that "Machine-made," because you say that detracts from the value of your old established trade mark?—Yes; if I go to sell that file to an engineer, I hand it over to him, and if he asks me whether it is a machine-cut file, or anything of that sort, I may simply say to him, "Take it and try it in any way you like against anybody else's, and I am quite satisfied to abide by the result"; but we produce it as we like.

Chairman—continued.

651. Is there any other general reason you have for objecting to this Bill?—I do not know of any.

652. You have not reasoned it out upon general grounds; that is how it particularly strikes you as a practical man making these things?—That is how it particularly strikes me, and I think the Merchandise Marks Act covers everything that is required in this case.

653. That is another reason you give; you conceive that the Merchandise Marks Act meets the difficulty of the case?—Yes.

654. I suppose you are aware that the Merchandise Marks Act only applies, so far as that special legislation is concerned, to something that is engraven or marked; it does not apply to a verbal contract in regard to the sale of a set of files?—No; I understand it as such.

655. What do you say as to the superiority of hand-cut over machine-cut files; is it, in your judgment, possible, and is it actually done, that a machine-made file is made equal to a hand-cut file?—Yes, certainly.

656. Would you say that the best of both are equal?—The best of both are equal.

657. In the practical grooving or rowing and in the test of time and use?—Yes, in the wearing. In the year 1885 we had a Workmen's Exhibition in Sheffield, when we had the late Duke of Clarence to open the Exhibition. Files were amongst the exhibits, and in the class of large files there was some little misunderstanding. One man said that his material was too hard and that he could have done his work better if he had had more regular material; another man had another objection; they had one small excuse after another. They were large files and involved heavy work. The Committee then offered a prize of 5*l.* for the best three files which were cut of a certain class of files; they did not specify how they were to be cut. It never entered into the imagination of any single member of the committee that machinery would have anything to do with it.

658. Do you mean that machinery would not be employed, or that the fact of machinery being employed was not material?—It was never thought of. There were 26 applications; 26 workmen were competing, and all the files were made in one place; all the material and the annealing was done in one place. The annealing is the softening of them to make them suitable to cut. They were made at our place and they were sent in. There were six judges; the workmen themselves appointed three and the committee of the exhibition appointed three; the committee appointed three file managers, the workmen appointed three workmen. The files produced were all tested and were all examined at the Cutlers' Hall, and no one knew or had the means of knowing who produced them because the envelopes were all sealed up until the judgment was given. The three workmen judges were unanimous as to which were the best three; two of the managers were on the side of the workmen and one manager did not give an opinion. When the envelopes were opened the only three files which had been on a machine at all were the three that had won.

Chairman—continued.

659. Were they machine-cut?—They had been partly cut by machine; the only three that had been on a machine at all were the three that had won; and the workmen never found it out.

660. We hear it is not uncommon for a hand-cut file to be on one side cut by hand, and on the other side finished by machinery?—Oh, no. Originally, years ago, the machines did the over-cutting of the file, which is this cut (*describing it on a file*). That cut only opens the material; it does not do the work. It is the up-cut, which is this cut (*describing it on a file*) which forms the tooth. It was not, therefore, of so much importance that the over-cut should be right as the up-cut; but as machinery improved they got to do both the cuts right by machinery.

661. They are both done by machines now, are they?—They are both done by machines.

662. In your experience there is very little combination of machine-work with hand-cut work in the making of files?—There is not much now.

663. There was at one time, was there?—At one time: and perhaps there are machines in use in that way now, because people do not discard the machine; that is, having bought the machine they make it work.

664. Is it your opinion, then, that the objection raised by this Bill is connected with the objection to the use of machinery in the manufacture of saws, files, and so on?—I do not think it is so much the objection to machinery, as the hand-cutters will remain for many years with us, because we cannot be rid of them, and we do not want to be rid of them; but they are being gradually drawn to the other side, and the very best men of the hand-cutters are the men who are chosen to work by the other side.

665. By the "other side" you mean the machine-cutters?—Yes; if I put up a machine to-day, I should ask the best man I have as a hand-cutter to work that machine. It is a great saving to his health; it puts money in his pocket, and is a great advantage to me.

666. Does your firm manufacture both sorts, hand-made and machine-made?—Yes; a workman in cutting an 8-inch mill-saw file, to earn 25*s.* nett, lifts in the week 601 tons by his hand, and after doing that he cannot be in a position, at the end of the week, to spend the Sunday so comfortably as if he had been standing by a machine and seeing it do the work.

667. Is it your idea that the best protection for the public, as consumers, is to insist on a warranty that they are hand-cut files if they wish it?—No; my idea is that the best protection to the public is to buy of reputable people. I think that the brand is sufficient.

668. We have got two alternatives here: this Bill proposes that the file should be marked; you object to that?—Yes.

669. Do you say that the public has sufficient protection, and that if it chooses to take pains it can get hand-cut files or machine-made files according to the will of the consumer?—Yes, certainly it can. If this Bill was to pass we are at the mercy of these 77,000 practical engineers, and it is like marking it with the brand of Cain,

and

Chairman—continued.

and if any one of those men desires to do a firm any harm, he simply says: "That is a bad file," and he spoils it. I do not mean to say that that would be done, but we are open to it.

670. Do you suggest that the hand-cut advocates have the thing in their own hands by marking their files as hand-cut?—Certainly.

671. I suppose you would admit that there is in the sale of these things occasionally fraud, as there is in most departments of trade?—If a man is a rogue no Act of Parliament can alter it.

672. Would the marking of the files, if it was forced upon you, involve cost?—Yes, it would involve a certain amount of cost and expense.

673. That would be an objection, I suppose, apart from your objection to the marking on the ground that it would interfere with the appearance of your established trade mark for the purposes of foreign trade?—Yes. Of course, I object to it so far as the cost is concerned; but I do not take that as the main objection, because that is as nothing in proportion to the damage it would do us. And as regards any gain that a high-class manufacturer would get by producing the files by machinery, he could gain twice as much by taking it out of the material; and there is nothing to alter that. But he does not do that for his reputation's sake.

674. Have you a practical knowledge of the effect of hand-cutting upon health; is it, or is it not, injurious to health to some extent?—It is injurious to health; but it is not so injurious as it was a few years ago.

675. Are there more precautions taken now to prevent its being injurious?—Yes; I think the workpeople themselves take more precaution than they formerly did.

676. Did the injury to health arise merely from handling the lead for the bed of the file, or whatever you call it?—The principal thing that I ever noticed was, not so much from the dust arising as from the people being so dirty in their habits. If a man had been working a day, his fingers would look as if they had been silver plated with the lead, and many men would eat their meals without washing their hands, and so consume the lead.

677. Like the rest of us, they are more careful than they used to be, I daresay?—Yes.

678. I will ask you this general question: Is there anything in your mind which you want specially to put before the Committee?—I want to point out that, so far as the workmen are concerned, all the people in the trade are trying to let them die slowly. If this Bill were to pass, it simply means sudden death; for we should be at once compelled to put down machinery to do work which has not been done at present in Sheffield, but which can be done quite well elsewhere. I have some little files here (*producing them*) which are made in America, and which I have seen made myself, and everything in them is done by machinery. There is not anything in our town to do that at present.

679. Is there much importation of files from abroad, or is it merely beginning?—I rather think there are many being imported; but if we keep to the front we are not afraid of competition. We have got to keep to the front.

680. As a matter of fact, you perhaps know that there are a good many files coming in. Do you know the firm of Wagstaffe, of Nottingham?—I do not know them.

681. They have written to say that they have a large quantity of files from abroad coming in unmarked, and that they would have to mark them. You do not know that firm?—No; Then I have here some machine-cut files; Swiss files (*handing in some files*). At present those could not be made in England at all.

Mr. *Stuart-Wortley.*

682. Why not?—Because we have no facilities, and never had, for it.

Mr. *Albert Bright.*

683. These are watchmakers' files, are they not?—Yes.

Chairman.

684. You have exhibited some very fine files from Switzerland, and some from America?—Yes.

685. Could you suggest in what way those could be marked with the words "hand-cut" or "machine-cut," seeing that they are so small?—Those small Swiss files could not be marked at all; it is an utter impossibility. I have only the maker's word that these Swiss files were machine-cut, but I have seen the American ones made.

686. You have seen the American ones made, but not the Swiss?—Yes.

Mr. *Stuart-Wortley.*

687. I understand these files which you produce are American files which you saw made by machinery?—They are Barnett's files, made at Philadelphia.

688. Were they made by Barnett at Philadelphia and sent to you by him?—They were not sent to me, but I have been through Barnett's place and seen them making them.

689. I do not quite understand for what purpose you put them before the Committee?—Because at the last meeting of the Committee I think it was stated that files were only made down to a certain size; and I say that it is not many years before we shall be compelled to make them like these; but we fight against it as long as we can. We keep the men as long as we possibly can. The interests of the masters and the men are so welded together we cannot work apart.

690. You put these files before the Committee to show the extremely small size to which the trade is gradually being brought?—Yes; in a short time we shall be compelled to make those small files.

691. You say these could not be marked?—These could be, but not the little Swiss ones I have handed in.

692. These little Swiss ones are sold on a card, are they not?—No; that is simply the way they were sent to me by the manufacturer, who

Mr. *Stuart-Wortley*—continued.

was through our works, and I asked him to send me some.

693. Here they are upon a card?—That was to prevent their being broken in coming.

694. Would they not be sold on a card probably?—I should say not.

695. At this moment they are on a card, as we see?—Yes, they are sent on a bit of paper, so as to come through the post more conveniently.

696. That card or paper has the maker's name and place of origin upon it?—Yes.

697. Does not it suggest itself to you that these extremely small files, like other small articles of cutlery, are very conveniently sold upon a card?—I know nothing about that.

698. You are not disposed to say the contrary, are you?—I do not know anything about it.

699. You do not make these very small files yourself?—No.

700. It is the fact that small articles of cutlery are not only conveniently, but very frequently sold upon cards?—Yes.

701. And those cards have marks and descriptions upon them?—That I do not know.

702. Do you mean to say you do not know that?—I do not know anything about cutlery. I never buy anything on a card.

703. But in passing ordinary cutlers' shops you have seen such small articles on cards, have you not?—I have seen cards up in cutlers' shops.

704. You are aware, are you not, that those marks on the cards, if made untruly, are just as much offences against the Merchandise Marks Act as if they were marked upon the articles themselves?—I do not know anything about them.

705. You say that this proposed legislation would spoil your trade mark. Your mark "Beckett" with an arrow is a trade mark, or what we call in Sheffield a corporate mark?—Yes.

706. That is the property of your firm?—Yes.

707. It is not the property of your workmen?—No.

708. You are at liberty to put that trade mark upon any goods you sell, whether hand or machine-made?—Yes.

709. You are, under the present law, at liberty to change at your will the mode of manufacture of any goods upon which you put that mark?—Yes.

710. Even though that trade mark of yours gives no information whatever to the customer as to the mode of manufacture, you wish him to continue to have no such further information at all?—Certainly; that trade mark is the guarantee of the article.

711. Before the Merchandize Marks Act was made more stringent, was it not the complaint that manufacturers and distributors used to change at their will the mode of manufacture without changing the marks or any indication of the mode of manufacture?—I am sure I do not know.

712. Was not that of necessity the nature of the fraud against which further protection was sought?—I do not know. You are getting me out of my depth.

713. Surely you are acquainted with the local history of Sheffield, and know the matters that led up to the passing of the Act of 1887?—I do not know anything about it.

714. Do you wish us to believe that you are totally ignorant about it?—Yes, I do; because it is no use answering as to things upon which I am not perfectly clear.

715. I did not understand you to refer to this marking spoiling your trade mark, except in foreign, or even what I may call semi-barbarous, markets?—I am not speaking as to our trade mark in particular, but of the whole trade marks in Sheffield.

716. Your knowledge is apparently beginning to be rather wider spread?—What I mean is that any gentleman here could go and take a Sheffield mark, and have it handed over to him, although he knows nothing about the trade, and could get a good thing out of it.

717. What I understood you to say was that it would spoil your market in the estimation of customers who, like the Indians and Orientals, are obliged to count the actual number of letters upon the file to assure themselves they are getting the same article as usual?—Yes.

718. What proportion of your market does that, what I may call semi-barbarous, market amount to?—I do not know. There are firms in the town who do nothing but that class of trade which they send to the East.

719. Is it not the case that the ordinary British engineer is not so ill-instructed that he can do nothing better than count the letters on the file?—He does not do that.

720. I suppose he supplies a reasonably large proportion of the demand for your files, does he not?—Yes.

721. In fact, is not that the bulk of the trade?—Yes, in my own private trade it is so.

722. You profess great ignorance of the Merchandise Marks Act and its history; but you said just now that the Merchandise Marks Act provides for everything that can be reasonably required by customers in the way of protection; are you aware that the Merchandise Marks Act provides nothing in the way of enjoining that any mark at all should be placed by any man who does not wish to put any mark upon the files?—No. I spoke of the Merchandise Marks Act simply because I have noticed cases where people are prosecuted for fraud.

723. Can any prosecution take place under the Merchandise Marks Act where no mark is imposed?—I do not know.

724. It is in the belief that the Merchandise Marks Act supplies a remedy for every such case that you made the observation you did; did you make the remark in the belief that the prosecutions which you notice are sufficient to protect the customers in every way?—Yes.

725. You say that the best machine-cut files are equally as good as the best hand-cut?—Yes.

726. Have you any advertisements of your firm with you?—No.

727. Your firm does advertise, I suppose?—Not largely. We do not advertise much.

728. But

Mr. *Stuart-Wortley*—continued.

728. But you do advertise?—We do advertise.

729. Have you advertised in Australian papers?—No, I think not.

730. Never?—I do not think we ever did.

731. Let me put this to you: have you ever advertised in Australian papers that your hand-cut files are better than machine-cut?—I am not aware that we ever did. I think I can safely say, no.

732. Has your firm acquired the business of an old-established firm which had won a reputation for hand-cut files?—Yes; Thomas Jowitt and Sons.

733. Supposing you received a large order for hand-cut files, you are of opinion, as I understand, that machine-cut are just as good?—Yes.

734. That being so, should you consider that it was right to supply machine-cut when hand-cut had been ordered?—No; and I should not supply them.

735. You would not do it?—No.

736. Supposing a customer goes to a retail shopkeeper, and wants to get hand-cut files, how is he to tell whether they are hand-cut or not unless there is a mark upon them?—He cannot tell. There is no need for him to tell. He does not want to know. What does it matter to him if he gets the article that he wants?

737. I am supposing that he wants a hand-cut file; you say he cannot tell?—He cannot tell.

738. Do you go so far as to say that machine-cut files are better than hand-cut files?—No.

739. As to those files cut at the Exhibition of 1885, is it not the fact that the machine-cut files, or those which were given the prize as machine-cut files, were, in fact, gone over again by hand as the last finishing touch?—I cannot tell that. I said they were partly machine-cut. I happened to be secretary to that committee at the time, and it was from a row that the workmen had amongst themselves that I knew they were machine-cut.

740. I thought you said they were made at your place?—Yes; but they were not cut there. They were made at our place, and the annealing was done there in order to get all the material alike. The material was all alike, the forging and grinding was all alike, and each man had them given out to him, and he cut them in any way he liked. Then they were brought back to the Cutlers' Hall, and the workmen appointed three workmen as judges and the manufacturers' committee appointed three managers. The judges appointed by the workmen were unanimous as to which were the best, but no one knew that machinery had anything to do with it.

741. The three files adjudged to be the best were files which, though partly made by machinery, had been finally gone over by hand and finished by hand; was not that so?—I should say that was it.

742. At any rate you are not in a position to say that my information upon that fact is incorrect?—No. I know they were partly done each way.

743. You say that if this Bill passes you will be at the mercy of 77,000 engineers, any one of whom might point to the mark "machine-made" and say that the file was no use?—Yes.

Mr. *Stuart-Wortley*—continued.

744. Cannot he do that at the present moment with respect to your trade mark, supposing that he has a grudge against your firm?—Yes, but that is a grudge against a private firm, whereas if the file were marked "Machine-cut" it would apply to anybody.

745. Do you suggest that a man is likely to have such a grudge?—No, I do not.

746. What motive can you suggest he should have?—I cannot suggest any motive.

747. Is not a motive against the machine-cutting trade as a whole less likely than a motive against any particular firm?—Yes.

748. Are not the engineers of the Amalgamated Society interested in promoting the manufacture of machine-cut files?—They should be.

749. As to the cost, what should you put the cost of marking the files at?—I should not take it into consideration at all.

750. How are these very small files sold; are they sold in parcels or put on to a card. I mean the very smallest you make. What are the smallest you make?—Down to about two inches long.

751. In what form do you sell them; do you sell them in boxes or in parcels?—In small parcels.

752. The parcels are labelled in some way, I suppose?—Yes.

753. Are they sold by number or by weight?—By number; by dozens.

754. Each parcel containing a certain number?—Yes, according to what the customer requires.

755. And the label indicates, I suppose, what number is inside the parcel?—Yes, one of the labels, the description label, would do so.

756. There is a description label, is there?—There is a description label on them.

757. Then, at all events, the mark "hand-cut" or "machine-cut" could go on that label?—Yes.

758. Have you any other reason why you object to marking a machine-cut file "machine-cut," except the possible depreciation of the value of your trade mark?—I have the general objection: Why should we be saddled with this marking when no other trade in the kingdom is.

759. That is not the case, is it; there is margarine, for instance. You cannot say that now, can you?—Margarine is not a manufactured article, is it.

760. What is it?—Possibly it may be a manufactured article; but it is not hardware.

761. It is a manufactured article, is it not?—I do not know anything about margarine.

762. Do you think that if machine-cut files were so marked, or even if both kinds of files were marked, it would give the hand-cut file an advantage in the market?—It would not have anything to do with it if the man tried the quality.

763. We have to consider what happens before the man tries it; that is, when he actually buys it across the counter or otherwise, and before he has a chance of trying it?—Neither of them would have any advantage.

Mr. *Stuart-Wortley*—continued.

764. Would they think they had an advantage. I want to get at your opinion as to what would be the effect upon a customer's mind in buying his files; if he saw two files upon the counter, one marked "hand-cut" and the other "machine-cut," which would he be most likely to take?—He would never look unless some one had prejudiced him in favour of the one or the other; he would not know anything about it, and he would not want to know.

765. Do you mean to say that after the evidence of Mr. Gray, although he might be a skilled engineer he would not want to know which it was?—He would not.

766. Then you disagree with the evidence of Mr. Gray?—In that respect, I do.

Mr. *Charles Shaw.*

767. I undestand your objection to additional words being put on the files concerns the foreign trade only, practically?—No, it concerns the home trade quite as much.

768. I take it by the "home trade" you mean where you sell to export merchants?—No, I mean where we sell to engineers here.

769. They would not be misled by the term "machine-made" being marked on the file; they would not think it was a different article to that which they had been buying before, would they?—If it was marked in any way, anybody would be open to be persuaded or to be prejudiced against it. Now a man gets an honest article and he tries it on its merits; and if it is not right he does not buy any more.

770. Do you mean that the oldest engineers, who have been accustomed to have hand-made files, might be prejudiced, and if the work that is turned out is scamped by the workman or not of a good quality, if there is any fault to be found, the blame would not be thrown upon the workman, but would be thrown upon the file, if it was marked "machine-made"?—Yes, if it was marked anything.

771. That is the explanation of the terms you used when you said you would be in the hands of the 77,000 engineers?—Yes.

772. Is it not the fact that, in the case of the files you send to India, the brass workers in Delhi, and other great cities in India, when they come to buy the files, generally bring down a tracing of the mark of the last files they bought?—I cannot say positively that it is the fact, but it was so reported in a trades mark case some time ago.

773. At all events, they have the very strongest objections to buy any file that does not appear to be exactly the same as the file they last had?—Yes.

774. You say that the additional cost of adding these words is very small; do I understand you to mean it would not be appreciable in the manufacture?—It would be appreciable in the manufacture, but it is not the cost that I am basing my objection upon, it is the principle.

775. And do I gather that the difficulty of want of room is not a serious one?—In the case of many of the files it is not.

776. On all the larger sizes there would not

Mr. *Charles Shaw*—continued.

be any difficulty; but it is when you come down to the smaller sizes?—Yes.

777. And it would become a serious difficulty if you took up the manufacture of the smaller files in competing with other countries in the small class of file not at present produced in England?—Yes, it would be a very serious difficulty in that case.

778. There is a difference of cost, is there not, between hand and machine-cut files?—Yes.

779. That difference is shown in the discount, is it not?—Yes.

780. I do not wish to ask what the exact difference is, because that is rather a trade question, but that difference would be appreciable to anybody who ordered the one or the other; he would know by the discount which it was, would he not?—No, he would not, because we can barely get a living out of it as it is, and it is worked so that there is not a penny to choose between the cost of the one and of the other. The man who has to produce them by hand does not get the same amount out of them, but it is very nearly the same. They are all down to the same price very nearly now.

781. If I ordered one hundred dozen "bastards," we will say, by way of argument, I presume you would only supply hand cut if I specified such?—Yes, only if you specified it.

782. Otherwise you would supply machine-cut files?—Otherwise I should supply machine-cut.

783. You would do so on two grounds, I presume; the first being that the cost would be the same, and the second being that the article was equally good?—Yes.

784. Have you ever had complaints from any part of the world that files which you have supplied should have been supplied hand-made, although the buyers had not specified such?—Never.

785. If you supplied machine-made files when hand-cut were specified, are you not already amenable by the present law?—Yes, I imagine so.

786. That, I take it, was the real meaning of your reply to the Chairman when he mentioned the Merchandise Marks Act?—Yes.

Mr. *Jacks.*

787. You gave your first reply to the Chairman so rapidly that I did not quite catch it; you said that your firm manufactured steel, files, and other things; I take it, of course, you meant steel and files?—Yes.

788. That is, you make your own steel?—Yes.

789. Your chief objection to marking the files in this way is that it takes you so long a time to establish a trade mark, and that putting the proposed mark upon the file would interfere with the value of your trade mark; you also said it would have some effect with the home engineers, with the home market?—It is open to have that effect.

790. Do you mean to say it would have that prejudicial effect with the home trade if you put, I will not say after your trade mark, but after the words "warranted cast steel," the words "machine

Mr. *Jacks*—continued.

"machine-made," the engineers all knowing that a Bill had been passed requiring that mark to be put on?—It is only that a dishonest man might take advantage of it.

791. Therefore it is only to the foreign market that your chief objection applies practically?—I object to it strongly as regards the engineers.

792. I did not ask whether you objected; but your objection applies to the foreign market practically?—Yes, it applies to the foreign market.

793. You do not send any files now, as a matter of fact, do you, nor have you done so within the last 12 months, to Germany?—We do not send any at all to Germany.

794. The bulk of your firm's orders, or of firms that you know about, will go chiefly to the Colonies and the East?—Yes. We send a good many files to Russia. Supposing we send files to Russia, and have to mark them "machine-cut," and a German has not to mark his files "machine-cut," what position are we in then? A German may go and send his files in without any mark on, and he may run down our file.

795. I was coming to that point. In reply to a question put by Mr. Stuart-Wortley, you led the Committee, or, at least, you led me to believe that the placing of an additional word or two words to your trade-mark here would have an ill influence upon your trade among semi-barbarous people, as Mr. Stuart-Wortley called them?—Yes.

796. The Russian workmen do not know our alphabet, do they?—No.

797. You know that they have an absolutely different alphabet?—Yes.

798. Then that observation would apply to them as well?—Yes.

799. Do you send any files to Canada?—Yes, from Thomas Jowitt & Sons, which is practically the same.

799*. Quite so; I mean the trade when I say "you?"—Yes.

800. Are you aware that the Canadian workmen who are intelligent, and do know English, are as particular about the mark as the semi-barbarous people are?—I do not know that.

801. Do you know of any instance where a large quantity of tools was refused in Canada; at Kingston, to bring it nearer (I will not mention any names), because there had been an alteration in the name of the firm?—I was not aware of that.

802. You said, in reply to a question from the Chairman, that the best of both kinds of files were equal?—Yes, I think that is so.

803. That bears out what the other witnesses said, but Mr. Uttley said that one of the causes of defective hand-made files was that under certain conditions there was a great temptation to the hand-maker of files to scamp his work. I am not asking whether that is true or not, but I am only quoting the evidence. Now, when a man is making a file by machinery if he fits the tool properly into the cutting, can he scamp the work; can the tool scamp the work?—If the tool is not properly whetted.

804. I am assuming that the tool is properly set going, and kept going?—If the tool is in perfect order he cannot scamp the work.

Mr. *Jacks*—continued.

805. So that to that degree manufacture by machinery is safer?—Yes.

806. Then there was the extraordinary case of the prize files to which you referred, and which I did not quite follow. I understood you to say that, owing to a dispute amongst the workmen themselves, the Committee decided to have some prize files made?—Yes.

807. And there were 26 applications made?—Yes.

808. Do we understand that there were 26 applications made to compete?—Each man had three files; there were 26 men, and each cut three files.

809. So that there were 78 files altogether?—Yes.

810. How many files got a prize, three or one?—Three.

811. So that there were 75 files that got no prize?—I will not be sure whether there was not a sovereign for the second prize, or something of that kind; but one man got the 5*l.*

812. Those three files which got the prize were made partly by hand, and partly by machinery?—Yes.

813. How were the other 75 made?—They were all cut by hand.

814. Every one of them?—Every one of them.

815. Then, those three that were partly done by machinery were the only three that were not exclusively hand-made?—Yes, that were not exclusively hand-cut.

816. You know that of your own knowledge?—Yes, because we arranged that the files were to be sent to the Weston Park Museum, but they were never sent.

Mr. *Albert Bright.*

817. Why were they not sent?—Because of the prejudice that was created against them.

Mr. *Jacks.*

818. The prize was given because they were better in appearance, I suppose?—I am not a sufficiently good file-cutter to say how the judges decided.

819. When they came to work do you wish the Committee to understand that those three prize files would wear better?—They were never tried; they were cut for the exhibition, and were never used.

820. Were they made for ornament?—They were to be sent to the museum.

821. Passing to the next point, in reply to the Chairman, you said that if you were putting up a new file-making machine you would take the very best hand-cutters for it?—The very best I could find.

822. Why?—Because the art of cutting a file is knowing how to whet the chisel; it is not hitting at it, you must have a practical file cutter to whet the chisel, and if a man can whet the chisel right the machine will do the work.

823. You also said that one of the reasons why you would take this good man would be that it would be better for his health?—That was not one of the reasons; I only mentioned that.

824. Incidentally you added that because he had to lift 600 tons a week?—Yes, that is what he has to do as a hand-cutter; so that you

Mr. *Jacks*—continued.

see he is always knocking at the door to get on to the machine.

825. You do not mean to tell the Committee that the man is any the worse for lifting 600 tons in a week, do you?—I do tell the Committee he is worse.

826. Would not you think he was better and stronger for it; however we will not go into that. In reply to the Chairman you said (I am not using your exact words, but I think you will agree I am giving the effect of them) that the best guarantee that man can have that he is getting a good article is the character of the firm, and if he bought from reputable people he was all right?—Yes.

827. Old firms die out, of course; what would you say about the really honest capable men beginning trade?—There is as good a time for them as ever there was.

828. Their name offers no guarantee to the public?—No.

829. How do you get over that difficulty?—They have to begin in a small way; they have to find their customers and persuade them that their goods are all right; they have to live a lifetime to get before the public.

830. So far as they are concerned the guarantee you referred to, in reply to the Chairman, would not exist?—No, because they have not established it.

831. I gather that you do not know anything about the importation of files?—No.

832. You do not know that they are being imported from Germany?—I do not know it of my own knowledge. I hear they are imported.

833. Then you referred to the American and Swiss files; you saw those made?—Yes, I saw them.

834. You have not seen them made in Switzerland?—No.

835. You have no reason to doubt the gentleman's word who told you?—No, the gentleman sent them to me.

836. You may take it is perfectly correct; I have seen them made. You stated you did not know whether they were sold on cards or parcels, or boxes?—No.

837. Would it occur to you that they would do exactly what you have explained; put them into parcels or boxes according to the nature of the order?—Yes.

838. You think that is reasonable?—Yes, according to the requirements of the customer.

839. And when I tell you that for large orders they do that, and that for small orders they put them in parcels, you would not be prepared to contradict that?—No.

840. My friend on the left asked you, if you got an order for a certain number of files without any stipulation that they were hand-cut or machine-cut, would you give them machine-cut; and you said "yes," and you gave two reasons for doing it. Is not there a third one, that you could deliver a large order quicker?—Yes, that would be so.

841. Then you are not prepared to say that the importation of files from America and Germany and Switzerland, and I think Belgium, is, or is not, increasing?—No, I do not know anything about it.

Mr. *Jacks*—continued.

842. But do you think that the effect of manufacturing files by machinery, seeing that you can make so many more than by hand, would be to assist the British maker of files to compete with foreigners?—Certainly.

Mr. *Pierpoint.*

843. As regards the competition between the hand-made files and the machine-made files, solely the competition between those two, should you have any objection if each sort was marked with its own character?—Do you mean simply now as far as comparing one with the other is concerned?

844. Competition solely between hand-made files and machine-made files?—No, I should not, not for the competition, only I should object to it because I do not want the mark on anything.

845. I just want to ask you about the whetting of the chisel. If the whetting of the chisel is the sole matter of skill in the file-cutter when he is making machine-made files, could he not scamp his work?—Do you mean if he did not whet it properly?

846. Yes?—Well, yes, he could if he did not whet it properly, but then that would be discovered in the warehouse.

847. After the file was made?—Yes.

848. But the same thing would apply, would it not, to hand-cut files, that would be discovered in the warehouse?—Discovered in the warehouse; well, he would not be paid for them.

849. I merely wanted to ask you whether scamping is not possible in machine-made work equally as in hand-made?—Certainly, if a man is disposed to do wrong you cannot make him do right, you know.

850. It is not absolutely certain that the machine will turn out an article that is perfect, unless the man whets his chisel properly?—No.

Mr. *Albert Bright.*

851. You said good hand file cutters were preferred to work on file-cutting machines, men who had had experience?—Yes.

852. Is that entirely on account of their better knowledge of how to sharpen the chisels?—That would be my reason.

853. Would it not also be because, having experience in hand-file cutting, they would be better able to tell when the machine was doing its work properly from looking at the files that were being cut; they would see they were properly cut?—The fact of the whetting of the chisel, that is really the matter that determines whether the file is cut right.

854. If the chisel is properly whetted of course the force of the blows given by the file-cutting machine is uniform?—Yes.

855. It cannot fail to make an equally deep and equally clean cut each time?—If it was not for the whetting of the chisel, I should much prefer a mechanic to work the machine, because he knows about it. The file-cutter knows nothing except the actual file itself.

856. He would be able from his previous experience, would he not, to see that the file is being properly and sharply cut?—Yes.

857. You

Mr. *Albert Bright*—continued.

857. You were asked a question about these very small files as to whether they would not be marked on the card in this manner, like the trade mark which is put on this card, to distinguish them from hand-cut files. Do you think that that would have any practical effect in securing that they should be hand-cut files if the mark were put merely on the card, and not on the file itself?—I do not know.

858. I mean to say this: it would be perfectly easy for any man buying these files from abroad to take them off the card and put them into a separate packet, and put no mark whatever on them?—Yes, it would.

859. Therefore, do you think that this would be an equally good safeguard against deception of that sort with a mark on the file itself; would not this be practically useless in securing that the file should be hand-cut?—Yes, it would be practically useless as far as that is concerned, because you have only to take it off, and then anybody knows about it.

Chairman.

860. Are you aware that the Bill only provides that it shall be marked legibly, and in a manner reasonably sufficient for the information of any purchaser, with words stamped upon the shoulder or tang of the file, or upon any part of the file upon which it may be customary to place the manufacturer's mark or any other mark, and indicating that such file has been cut by machinery, or partly by machinery, as the case may be. The Bill therefore proposes at present to limit it entirely to marking the file; though, of course, there might be an amendment introduced. Now is it at all possible to mark anything on such small files as these?—No, it is not.

Mr. *Albert Bright.*

861. Then, in that case, it is impossible to protect hand-marked files as against machine-marked files when they are all of this small size?—Certainly.

862. Is it possible to put any mark on such files as those saw-sharpening files that were handed round?—Yes, you could.

863. But on that size of a file would it be a matter of difficulty?—There are five files there; and I should not put any mark at all on that little round file.

864. If you were making them?—If I were making them I should not put our own brand on, because it would damage the tang more than the good it would do. Then, too, it would go on in the general order, and, as it would be in good company, they would imagine it was a right one.

865. But, practically speaking, on even that size of file there would be a considerable difficulty in putting, not only either "hand-made" or "machine-made," but a difficulty in putting any mark whatever?—Any mark whatever.

866. You were asked questions about machine-cutting of files, and as to the scamping of them. May I ask you whether it is more easy to make a file look well to sell (that is, a showy file, but not a substantially good one) by machine than by hand?—I cannot tell you. You see a file is the most expensive article that goes into a machine shop, because its life is so short. Therefore, it is no use sending anyone a bad one, because if you make it only for show it will not wear.

867. We know in some trades that people do attempt to sell showy articles that look as good as better, and are really not so good. How is it more easy to cut a file by machinery on inferior metal so as to look well than it is to do it by hand?—I cannot imagine such a case.

868. What is your opinion of the real motive which underlies the application for this Bill?—It is to protect one industry at the expense of the other. I may say, as far as the hand-file cutters are concerned, they are of valuable assistance to us, and will be for many years, I hope; but they tried to bring in this Bill, and they got up a petition, and I have no doubt the machine-file cutters, who are equally as good, have signed another long petition against it.

869. Do you mean a petition signed by various firms?—By the workmen themselves.

870. We have had a long series of firms. But you say there were two petitions, one for and one against?—Yes.

871. Was the petition for the Bill that you allude to, a petition signed by a large number of users of files?—The petition I was referring to then was signed by only workmen, and there was another petition signed against the Bill by the machine workmen. One of the workmen, a very valuable man, too, who signed that first petition, I asked, for my own information, about it; and he said he wanted it because he had three lads, and those lads were 18, 19, and 20 years of age, and he had no work for them; and he thought it would put more work in their way if there were not so many machines. I said: "Suppose that I said to you, 'I will engage one of your lads to come over to the machine,' would you come over to the other side"? and he at once said "Yes," because his interest would lie on the other side then.

872. Supposing this Bill were passed, can you conceive that it would be of any advantage to the hand-file cutters, unless some arrangement or collusion existed between them and the users of files (I mean the working men who use them) to give a preference to one class of file over the other?—I cannot see that it would be of the slightest advantage to them.

873. When were files first machine-cut?—I do not know; but I have known them made more or less for the last 30 years.

874. Do you know where the first machine-cut files in England were made?—As far as my knowledge is concerned, it would be when Allanson had a patent file company at Smethwick.

875. Are you not acquainted with a file-making company at Manchester, or have you ever heard of it?—Yes; the British Patent Hardware Company.

876. That was more than 30 years ago, I think?—Yes, it is somewhere about that time.

877. Do you know why the making of those files by that Company was discontinued?—I should imagine at that time it was the prejudice of trade unionism against machinery.

878. You

Mr. *Albert Bright*—continued.

878. You have not any special knowledge or recollection on that point, have you?—No.

879. Do you know whether the files that were made were good; did you ever see any of them?—Yes; I have seen many of them. They were not the saleable file that we sell now. You see the machinery was in its infancy, and the people who were connected with it appeared to be engineers, and they made the files true, and in the cutting them made them true; but they had not the wearing properties that the files would have had if they had been cut by file-cutters.

880. But you have an idea that the reason why the business was given up was principally because the hand-file cutters and the mechanics were friendly to each other, and that the mechanics refused to use the files?—At that time, yes.

881. Do not you think there is a great danger that something of the same sort might occur if this Bill was passed?—I do not. I do not go so far as to think so ill of the men as that; but it is quite open that the file manufacturer is at the mercy of 77,000 men, any one of whom decides against a file, and it is marked "machine-cut," could spoil your connection, or do you serious injury. I do not for one moment imagine they would; but it is possible.

882. You say that if, in addition to the trade mark on the file, words were added to show that it was machine-made, people who do not understand English would consider that an alteration of the trade mark, and that it would be prejudicial to the sale of files?—Yes.

883. Would your objection on that point be met if all files were marked either "hand-cut" or "machine-cut"?—No, it would not.

884. You think then that the hand-cut files would be equally prejudiced with machine-cut by the additional words, and that, therefore, there would be further competition against both?—Yes, I think any addition to the mark would be detrimental.

885. You consider then, if this Bill is passed, it should be as obligatory upon the hand-cut file makers to publish their description, as it will be obligatory on the machine-cut makers to mark theirs?—I had not thought of it at all in that light.

886. But I understand you to say that if the two were equally treated in that way that would remove the disadvantage in foreign countries?—No; I do not say so. I say that any addition to your mark is detrimental to the sale of the article.

887. Is there any possible advantage to a workman who is working a file-cutting machine from scamping his work. Does he get any advantage at the time by doing that. Can he cut any more files in a given time?—Well, if he cut more they would not be passed. He would get no advantage, because his work would be rejected.

888. But it is possible that it may be of advantage to a man in cutting hand-cut files to give a slightly too light a blow or to cut them very quickly, so as to get more done in a given time?—When the work comes from the workman it is examined in the warehouse; and if he has not done his duty he is not paid for it. It does not matter whether it is done by machinery or by hand.

889. Is it not possible for a hand-cutting man to get through his work more quickly if he does not do it quite perfectly?—Yes.

890. While it is not possible for a machine-cutter to get through his work any more quickly, is it?—Yes; because he might leave his chisel thicker on the edge and do more files without repairing.

891. He would thus gain some of the time that he ought to have spent in repairing?—Yes.

892. But there is no more temptation to a machine-file cutter to do his work imperfectly than there is to a hand cutter?—No.

893. And it is just as probable that a machine-cut file will be perfectly made as a hand-cut file?—Yes.

894. Why was it you said that those files which were considered the best were not sent to that museum?—Because there was such an uproar about them. The workmen all thought, and everybody else thought, they had all been produced by hand; and it was supposed they would be sent as a sample of hand-labour. But that question had never been mentioned.

Chairman.

895. In the case of the competition at Sheffield you mean?—Yes.

Mr. *Albert Bright.*

896. As I understand you, when they found that these three particular files had been cut by machinery then there was such indignation on the part of somebody that the files were excluded from the museum?—No; they were not excluded from the museum. They were never sent.

897. Who did not send them?—I did not send them. I had them. I was the secretary, and I did not send them.

898. You did not send them for fear of the indignation of the community?—The people who were indignant about it were not indignant with us about it. They were indignant. They were indignant with their brother workmen who had not discovered it.

899. The thing was considered so discreditable, was it, to the hand-file cutters, that it was thought best not to exhibit them?—To let the matter die out; die a natural death.

900. It was thought that it would cause a great deal of jealousy, I suppose?—Yes.

Sir *James Joicey.*

901. You referred to the question of health of those engaged in file making; was I right in gathering that the health of the hand-file cutters is very much worse than that of the machine cutters?—Yes.

902. Have you any statistics to that effect?—Dr. Hallam is here, and he will give you evidence on that point.

903. As a matter of fact, it would be really to the advantage of the community, so far as health

Sir *James Joicey*—continued.

is concerned, if the whole of the files were cut by machinery?—Yes, certainly.

904. You said that workmen had to lift 600 tons a week at hand-cutting?—Yes.

905. How is that, as compared with the work as done by machine-cutting?—The machine-cutter has nothing to lift. He simply stands by the side of the machine.

906. And practically it is a great saving in that way?—Yes. What I alluded to was this: To cut 20 dozen of mill-saw file sides eight inches, there are 350 teeth on a side, and with a 7lb. hammer a man would lift 601 tons 5 cwt. And that would come to 28*s.* 4*d.*, which is subject to a little discount, making 25*s.* nett.

907. You were asked by Mr. Stuart-Wortley with regard to the change of the mode of manufacture. I suppose that every manufacturer is at liberty to change the mode of his manufacture, provided he improves the article that he sells?—He is at liberty to change the mode of his manufacture in any way he likes.

908. And, of course, if he can adopt any means of improving his machinery to effect the purpose he has in view, he would do so?—He would do so.

909. Has there been any large increase of files cut by machinery as compared with hand-cut?—Yes.

910. What is your view of the general tendency?—There would not be the workmen in the town if we had not machines now. The work could not possibly be done. There are thousands of pounds worth more files sold now than there were under the old rule.

911. Then, I gather the tendency is for the number of hand-cutters to decrease, and for the number of machine-cutters to increase?—For the machine-cutters to increase, and for the hand-cutters to slightly decrease.

912. That change has been going on steadily?—Yes.

913. With regard to foreign trade you made some remarks. Would it put this country to any great disadvantage with its foreign competitors if manufacturers were compelled to add additional marks to their files?—Yes, certainly; because the moment you put anything on them that a foreigner could draw attention to he would use that as a lever against such goods.

914. And, consequently, if each sort of file were marked "hand-cut" or "machine-cut," that would tend to prejudice the British-made files as against American and German-made files?—Yes, certainly it would.

915. And, of course, manufacturers in other countries, not having any Bill to contend with, would be able to compete on more advantageous terms?—Yes.

Mr. *Burt.*

916. I think most of my questions have been anticipated; but there are one or two points on which I am not clear, and which I should like to have cleared up. You gave some interesting facts relating to experiments that were made, as I think, in connection with the exhibition of 1885?—Yes.

917. And if I understood you aright you said that these files were not sent to the museum on account of the indignation of the workmen, or something to that effect?—No, it was not on account of the indignation of the workmen; but the workmen, and everybody else, were so surprised at the result, that I personally took it upon myself not to send them, and I did not send them.

Mr. *Burt*—continued.

918. Was it the workmen generally of Sheffield connected with the trade, or workmen who were adjudicators in connection with this?—The general workmen connected with the trade had appointed their own three umpires, who were fellow-workmen, and these judges had never found it out that these things had been on a machine. So that their practical knowledge was simply of no avail.

919. Was it stipulated, or was it in any way understood, that the files were to be hand-made files?—No, it was never mentioned, because machinery was never thought of in the question. It was simply one of those things that you cannot get over. No one imagined that a machine-made file was in the question at all. And it was only when the result turned out that it came out that they were machine-made files.

Mr. *Stuart-Wortley.*

920. The whole community were taken in for want of a mark?—There was to be no mark. That was distinctly stated in the competition.

Chairman.

921. What were the terms of the competition. Was it said that they were to be the best files, or was there any stipulation either for hand-made or machine-made?—There was no stipulation how they should be made. The stipulation was for the three best files; but there was to be no mark to let you know who had done the work.

Mr. *Burt.*

922. They were to be simply tested on their merits as to the best article?—Yes.

923. You referred to the question of health, and said that, as compared with machine-made files, the hand-made work is more injurious to health?—Yes.

924. You also said that recently there had been considerable improvement, as regards health, so far as hand-made file cutters were concerned?—Yes; part of that improvement is, of course, due to the fact of the workmen having a higher standard; but it is no doubt partly due to the fact that there is not so much heavy work. The heavy work is done by the machines. Therefore there are not so many of the men doing heavy work.

925. Looking at the matter mainly from the point of view of health, would you say that is a serious element in the question, that the hand-cut workman is subjected to a serious risk in any way?—No, because the machines are now absorbing the hand-cut workmen. If the whole of the files were cut by hand, as they formerly were, it would be a very serious matter, very serious indeed.

926. As regards wages; other things being equal,

Mr. *Burt*—continued.

equal, that is, having equally skilled and equally capable workmen, is there much difference, comparing the hand-cut with the machine-made?—The machine-cutter, I think, would average more money than the hand-cutter.

927. He would average higher wage?—He would get a higher wage than the hand-cutter.

928. I did not understand you to lay much stress upon the question of the cost of marking, though you referred to it as an element?—I do not care anything about it. If the law compels us we shall mark them; but I did not take that into consideration.

929. Then as to the difficulty arising from want of space, on the smaller file. Would you say that in the case of the files now made that would be a great difficulty?—On very small files it would. In fact I was in conversation with one of our leading manufacturers a few days ago, and he told me that they had certain orders, and their brand had to be marked on three sides of the file, their registered mark had to be marked on three sides of the file; therefore the registered mark alone took the whole of the space up. They could not put the name. They could only put the registered mark.

930. Will you state why?—Because it must be marked where the people were anxious to have it, were particularly anxious to see it. In addition to that we have very often to mark the initials of the customer; for instance, in the case of large engineering works, the customers often have their initials marked on the files to prevent the files being stolen, so that no one will buy them.

931. Are there at present many files made in this country of so small a size that it would be difficult, if not impossible, to mark them?—Yes, there are large quantities of very small files; but there is no great amount in value.

Mr. *Brooke Robinson.*

932. As a matter of fact, many firms at Sheffield at the present moment mark their files "machine-cut"?—There are firms in Sheffield who mark "machine-cut," and mark "hand-cut."

933. And they do not apprehend any difficulty, such as you have referred to, with electric engineers, in consequence?—No.

934. I think you have said you make both kinds of file?—Yes.

935. Do you put the same trade mark on both?—Yes.

936. So that these men that we have heard of would have considerable difficulty in telling one file from the other?—They cannot tell one from the other.

Chairman.

937. I want to understand what the practice is; if a man is at work at his trade, and needing the use of a file, is it usual for such a workman to supply himself with his own files, or is it usual for the employer to supply them?—The employers find the files, as a rule. In some of the Sheffield trades the workmen find their own files; I may say that wherever the workmen buy their files, they pay the highest price of anybody.

Chairman—continued.

938. They have the strongest interest in securing the best file?—Yes.

939. Have you any reason to think they are much deceived, as to getting an inferior article to that which they want, or that they find themselves deceived into getting a machine-made file for a hand-made file?—No; I do not know that they are.

940. Or that they suffer any disadvantage if they are so deceived?—I do not know that the question is ever raised.

941. Take the general run of hand-made, and the general run of machine-made files, what do you say as to whether one is inferior to the other, or as to their being about equal?—If they are equally done, and if they are made of the same material, one is just as good as the other.

942. That is taking the best of each?—Yes.

943. But I wanted to know whether your observation had enabled you to judge about the general run of files that are met with and used in workshops. There are a number of machine-made, and a number of the other. Is it difficult for a workman to get a machine-made one of such make as will answer his purpose?—You cannot make all kinds, you know.

944. I am speaking of the general run of them, as between consumers on the one hand, and makers on the other. The point to decide is whether the consumers are so liable to be preyed upon that they cannot get what they want. Now, taking the ordinary workman, who is so careful in the selection of his files, do you apprehend that he has any difficulty in getting a first class article, and if it be first class, does it matter whether it is machine-made or hand-made?—Not the slightest.

Mr. *Stuart-Wortley.*

945. Is it not the fact that these small American files which you said were too small to be marked, are every one of them marked?—I have not looked at them. But it was not in reference to those files that I said they were too small to be marked. I said they might all of them be marked except one; that there was only one there that we should not mark in our works, and that was the round one.

946. Did you notice that all of them were marked "machine-cut"?—I did not.

947. Others have got initials upon them?—I did not notice it.

Chairman.

948. I think it was the Swiss ones you said were too small to be marked?—Yes; as to American ones, I said those could all be marked except one. There is one file there that I should not mark, because I consider it is too small. It is the round one.

Sir *James Joicey.*

949. With regard to the small files, you said you wished to treat the men well, but that you have not made these small files hitherto though you might hereafter have to do so?—Yes.

950. What impression ought I to gather from that?—I mean to say that if this Bill were to pass we should be almost immediately compelled

to

Sir *James Joicey*—continued.

to put down machines to do the little work that we have not done up to now.

Chairman.

951. Why?—It is simply because we are English. We are forced into this sort of thing. We do not go to the front. We let Americans put down machinery, and then we follow on.

952. I gather from that that the number of hand-cutters would be in consequence decreased?—Yes, they would steadily decrease; and they will steadily decrease.

Mr. *Jacks.*

953. I think Mr. Bright asked you this question: If both the hand-cut files and the machine-cut files were marked with the respective marks, would it place them both at a disadvantage in, say, Eastern markets, as compared with, say, the German or the American competitor, because the competing German or American would point to those marks as to something not desirable; was that your opinion?—Yes, it was, with regard to Russia. I think that I said that.

954. Then a reply you gave to Mr. Burt was this: that in certain cases you had to put other marks besides your trade mark; for instance, large machine works order their initials to be put on the files to show that they are their own property; is that so?—Yes.

955. Now the question I want to put to you, arising out of those two answers of yours, is this: Supposing that you receive an order from Russia, or from the East, and the party who gave you the order asked you to mark their initials upon the files, would you do it?—Yes.

956. If they were for merchants who had to sell them again?—Yes; in any case, if we had such an order, we should put it on.

957. Did it not occur to you that that would have precisely the same effect upon the ignorant buyer as would the words "hand-made"?—It would only have reference to that one order, and that would be a condition on which alone we could have it. If we did not put it on somebody else would.

958. In reply to Mr. Burt, again, you said that the improved conditions of health of the hand-cutters was to some extent owing to the change in the manufacture of files. Is the Committee to understand from that answer that the health of the workmen has improved, and that their conditions have improved owing to the large files being now exclusively made by machinery?—That is my personal opinion.

Mr. *Jacks*—continued.

959. My next question has been partially anticipated by Sir James Joicey. Why do not you make small files, when there are so many used in this country?—I cannot tell you why we do not. We were gradually forced into making machine-made files through competition, and we shall be compelled to make these in time. We have not made them up to now.

960. If there is a demand for them in this country, why do you allow the foreigners to make them. Why do not you lay down the necessary machinery?—Because, as I said before, we are English, and we are forced into these things. We are not pioneers.

Chairman.

961. You have told us that for the purpose of machine-making you employ hands that are already versed in hand-cutting, that those are the best men?—Yes.

962. How long does it take a man, who has been used to hand-cutting, to be able to take charge of and be equally active or capable with a machine?—It depends, of course, upon the ability of the man very greatly.

963. Is it a question of weeks or months?—Well, a few weeks.

964. I suppose the precision with which he works as a first-rate workman at hand cutting can only be obtained by probably seven years' labour, apprenticeship, and so on?—Yes.

965. But it is easy, you say, for him to go from one branch to the other?—The first machine file cutter that was employed at our works was with us for 20 years as a hand-cutter, and then he lost the use of his thumb through hand-cutting; but he was a very good one, and he could whet a chisel that no one could beat it, and he was put on the first machine that was employed. That is often the case with many of the people. Many of the men who were practically incapacitated from working as hand cutters are first-class workmen as machine-cutters.

Mr. *Pierpoint.*

966. If both sorts were marked am I right in supposing that your apprehension would be that if hand-made files were marked "hand-made" and machine-made files were marked "machine-made" it would affect the sale of British files in competition with foreign?—Yes.

967. In machine-cut files can sand-blasting be used?—Yes; in both machine-cut as well as hand-cut.

Dr. ARTHUR HALLAM, called in; and Examined.

Chairman.

968. ARE you a Member of the Royal College of Surgeons?—Yes.

969. You have practised at Sheffield as a surgeon for 25 years?—Yes, that is so.

970. For four years you were resident house-surgeon, and have been honorary surgeon for nine years at the Sheffield Infirmary?—Yes.

Chairman—continued.

971. You have had frequently to deal, probably, with cases of lead-poisoning?—Yes, I have.

972. Have some of those, or a majority of them, been caused by file-cutting by hand?—I am referring to cases that were caused by file-cutting by hand.

973. Confine your attention to those; had you many

Chairman—continued.

many such cases when you were at the infirmary?—Yes, a very great number.

974. And does that observation extend to the present time or have the numbers diminished?—I have been very much struck with the fact that the numbers have declined.

975. They were cases of lead-poisoning, were they?—Yes, they were.

976. Is it your judgment that those cases arise from the handling of lead in the course of manufacture?—Well, that was the opinion I formed.

977. Were those cases very common some 15 or 20 years ago?—Yes, very common.

978. Have they gradually become fewer?—Yes, that is the case.

979. Is it under your observation that the number of hand file cutters has greatly diminished of late years?—Yes, I do not so frequently come across young people who are learning the file-cutting trade by hand, not nearly so frequently.

980. They have practically been, and are in course of being, replaced by machine file cutting?—Well, I come across them occasionally; in fact, only a fortnight ago I came across a man who had been brought up to hand-cutting, and at the age of 23 he was obliged to discontinue because of the effect it had upon his health, and although it was four years after that time, he presented himself for examination for joining the Midland Railway Company (I examine for the Company). I was struck with the fact that although it was four years after the time he had given up file cutting by hand, he still had a blue line along the gum indicating that he still had lead in his system.

981. Is the mischief caused by the absorption of lead into their system?—Of course, that is more far-reaching. You get certain symptoms developed.

982. And do those lead to indigestion?—Yes, you get indigestion, in the first instance, then anæmia.

983. And sometimes paralysis?—It is very common. It was very common indeed to have paralysis years ago.

984. And I suppose it would affect future offspring?—Naturally, it must influence them.

985. Have you had any experience of women employed in the work?—Oh, yes.

986. An effect upon their health?—Yes; and I was also struck with the fact that hand-cutting is carried on at home, and these houses are not under the Factory Act, and are not visited by the inspectors, and therefore it is injurious in that respect.

987. You think it is better for the health of the community that the cutting by machinery should prevail over the cutting by hand?—Yes, from a medical point of view. I think even if they had to pay rather more for machine-made files it would be a benefit to the community at large.

Mr. *Stuart-Wortley.*

988. Will you explain in what way the operation of cutting a file by hand creates this lead-poisoning?—It is only from what I have been told. Of course, I have seen them cutting, and

Mr. *Stuart-Wortley*—continued.

I know this, that they use a bed of lead, and in the cutting naturally there is some amount of *débris* comes from it, some amount of waste, and this gets into the hand.

989. It is through the hand it is communicated to the mouth?—Yes.

990. Is there any other way in which the lead poisoning is communicated?—I have no doubt there is some amount of absorption, even through the skin of the hands.

991. Then you do not know how the machine-cutting operation is carried on?—I do not.

992. Are you aware that there was a petition presented from Sheffield in favour of this Bill, every one of the signatures to which was that of a working file-cutter, and that there were 1,800 signatures?—I am not aware of the number.

993. If you were made aware that of those 1,800 signatories 1,248 were between the ages of 20 and 49?—I can quite understand that.

994. Does not that point to a very healthy condition?—It is frequently the case that there is a constitutional disposition to absorb, and it is in those cases where "the weakest go to the wall."

995. If the statistics of the petition show that that very large proportion were signatures of men between those ages, that does not look as if it was a trade in which men succumbed very early in life?—I do not think it alters the fact that it is so. I mean to say I have seen so many cases where hand-cutting has really been the cause.

996. Does it surprise you at all to know that is the proportion of figures?—It would not alter my opinion, I think.

Chairman.

997. Would it not be necessary, in order to make those valuable as statistics, to have a complete list of all the number?—Yes, undoubtedly. I do not know the number of file-cutters.

998. It does not show how many have died within the intermediate periods?—No, I cannot say that it would influence my opinion in the least.

Mr. *Pierpoint.*

999. I do not quite understand whether Dr. Hallam can tell us what is the percentage of lead-poisoning in the trade?—I cannot do that, because I do not know the number of file-cutters.

Sir *James Joicey.*

1000. I suppose you will admit that file-cutting generally is about one of the most unhealthy occupations in the country, judging from statistics—Dr. Ogle's statistics?—I think he refers to hand-cut files. I do not think the trade of cutting files by machinery is more injurious than the ordinary work connected with the steel trade.

1001. Of course we know that all industries where lead has to be used to any extent, and comes in contact with the hand, or comes up in the shape of dust, are injurious; but that is only used in the manufacture of hand-made files?—That is only used in the manufacture of hand-made files.

1002. And that is the cause of the injury?—That is so, undoubtedly.

Mr. FRANK MAPPIN, called in; and Examined.

Chairman.

1003. WHAT is your firm?—Thomas Turton and Sons, Limited, Sheaf Works, Sheffield.

1004. Your firm has been long established and pretty well known in Sheffield?—Yes.

1005. Are you exclusively file manufacturers, or is that merely one branch of many?—That is one branch of several.

1006. And are you makers both by hand and by machinery, or solely by machinery?—By both.

1007. You have considered this Bill, and considered what effect, in your judgment, it would have upon the file-cutting industry of Sheffield, and of England generally, perhaps; do you object to the Bill?—I do.

1008. Do you admit that a file cut by hand is superior to a machine-cut file?—I do not.

1009. But one may be better made than the other, I suppose; a machine-made one may be better than a hand-cut, and a hand-cut may be better made than a machine-cut in particular instances?—Yes.

1010. But do you say that the best of each are on the level for durability, finish and quality; or do you give preference to the machine-made?—In the case of my own firm, in some instances I give the preference to the machine-made.

1011. And do you see any effect that is beneficial in the interest of the public from the Bill?—None whatever.

1012. Do you think the public is indifferent, or the consumer is indifferent whether he gets a hand-cut or a machine-cut, provided it is a good one?—I believe the consumer is indifferent, provided he gets the best value he can for his money.

1013. As far as deceiving him is concerned, I suppose the machine-made one may be made in all respects so that you would not tell it from a hand one?—It is so.

1014. In a general way, supposing you received an order or entered into a contract to supply files, would you feel yourself at liberty to send either machine-cut or hand-cut files according to your own convenience?—We should endeavour to supply the best file that we could produce, irrespective of the way in which it was made, unless we guaranteed to make it in a certain way.

1015. If the stipulation was for hand-cut, you must supply hand-cut?—Yes.

1016. Although you might perhaps be of opinion that they were possibly inferior to what you would make otherwise?—That is so.

1017. Do you export much, or do you supply shippers with them, and do they export?—We export ourselves a large quantity of files to the consumers and merchants abroad.

1018. What would be the effect, do you think, upon the export trade of stipulating for stamping upon the shoulder or tang these special words?—That where we had to meet foreign competition in those markets, the foreign manufacturer who exported them there also, and whose

Chairman—continued.

competition we had to meet, would have an advantage in not being compelled to stamp on the files the way in which his files were produced; sometimes to the detriment of the English manufacturer.

1019. You have been party to, I believe, and approved of some printed objections that have been handed in, have you not?—I have.

1020. Do you produce a copy of them?—Yes. [For Objections, *see* Appendix.]

1021. Does it contain the objections of the trade which you are ready to support by your own evidence if required?—Yes, that is so.

Mr. *Stuart-Wortley.*

1022. You say that the consumer is indifferent as to which quality he gets. Where do you come in contact with the consumer as a manufacturer?—We come in contact with the purchaser of the file, the manufacturer who buys files for his workpeople.

1023. You sell to another person who sells again, do not you?—We sell to the manufacturer, who buys for his workpeople, and also to the merchant.

1024. You sell to the merchants, and also sell to employers of workmen who are ultimately consumers?—Yes.

1025. Do you advertise your files?—Yes.

1026. Do you ever say in your advertisements that your files are machine-cut?—We never say how they are made.

1027. You never make any statement either way?—No, except that we rely on our name and one trade mark, and the quality of what we produce.

1028. You are aware, I suppose, that some Sheffield firms do advertise their files as handmade?—I am; yes.

1029. And some as machine-cut?—I have seen those advertisements.

1030. Now do you think that they suffer at all in consequence of advertising them as machine-cut?—I do not think they would do so if they found it injurious.

1031. Now, in reference to this statement of objections. You say that "the Bill is promoted in the interest of one class of labour, the hand-cutters, as against another class of labour, the machine-cutters, equally as deserving in every respect." Have you had any evidence that that is the origin of the Bill?—That is more supposition than anything else.

1032. Did you send an exhibit of files to one of the Australian exhibitions?—No.

1033. Did not you send an exhibit of files which were the same as some files that were exhibited in the Exhibition of 1862?—I do not remember it.

1034. You are, perhaps, not aware of it. You are not the senior partner in the firm, are you?—I am not. I am the managing director.

1035. The senior partner is the honourable Member for Hallamshire?—Yes, he is the chairman.

 1036. You

Mr. *Stuart-Wortley*—continued.

1036. You do not know anything as to this exhibit?—I believe we did not send any.

1037. It is suggested to me, and perhaps you can inquire and let us know, that you exhibited in Australia an exhibit of files which had been shown in the Exhibition of 1862, which were all hand-cut, and that you preferred to send those hand-cut files to Australia, and did not add to them any machine-cut?—Could you give me the date of that exhibition?

1038. I cannot; I will try and do so; the Australian Exhibition?—I think I am right in stating that we did not exhibit any files there as far as my memory serves me.

1039. Perhaps you will inquire?—I will do so.

Wednesday, 26th June 1895.

MEMBERS PRESENT:

Mr. Albert Bright.
Mr. Burt.
Mr. Heath.
Mr. Hopwood.
Mr. Jacks.
Sir James Joicey.
Mr. Pierpoint.
Mr. Charles Shaw.
Mr. Stuart-Wortley.

MR. HOPWOOD, IN THE CHAIR.

MR. FRANK MAPPIN, re-called; and further Examined.

Chairman.

1040. HAVE you anything you wish to add to the evidence you gave to the Committee on the last occasion?—Perhaps I may be allowed to make some further remarks with regard to the last question addressed to me by Mr. Stuart-Wortley, on which I promised to make further inquiry. I was asked if we had ever supplied files to be sent to the Australian Exhibition, and I told the honourable Member that, so far as my memory served me, we never exhibited there. On further inquiries that statement is more fully confirmed. We never have sent any files to the Australian Exhibition. Perhaps in putting that question Mr. Stuart-Wortley was thinking of the Paris Exhibition. I could say something about the Paris Exhibition if that would be of any information.

Mr. Stuart-Wortley.

1041. It may be that my information was incorrect; would you tell us what the case is in regard to the Paris Exhibition?—The last exhibition we sent files to was the Paris Exhibition of 1878. Some of those files were, as you stated, hand cut, and some of them were machine cut. The hand-cut files that were sent were made for the Exhibition of 1851. Some of them were 4 feet long and some of them 3 feet; they were sent simply as curiosities.

1042. They were sent merely as exhibits?—Yes, and to attract attention, not for manufacture.

1043. Then it is not the case that the whole of your exhibits at Paris consisted of hand-cut files?—No; it is not.

1044. Did you ever advertise at all to customers that you had commenced cutting by machinery?—No.

Chairman.

1045. How many years have you cut files by machinery?—We bought our machines in February 1871.

Mr. *Albert Bright.*

1046. Were they the British Hardware Company's machines?—I can hardly say. We bought them from a company in Birmingham.

Mr. *Stuart-Wortley.*

1047. Was that a company carrying on business at a place called Smethwick?—Yes.

Mr. *Albert Bright.*

1048. Has file-cutting machinery much improved since that time?—We are still using the same machines, but with greater improvements which we have found it necessary to add since, to meet the requirements of the trade.

1049. The files made now by machinery are better than they were at the earlier stages of machine-cutting?—We have tried to advance with the times, and take advantage of every improvement, and keep pace with the requirements of the market.

1050. Do you think that the failure of that manufactory, which made machine-cut files about 30 years ago, was owing to the imperfection of the files made, or to the fact that they were boycotted by the mechanics?—I hardly know which of the works you are referring to.

1051. I mean the British Hardware Company?—That was a Manchester company, I think, was not it.

1052. Yes?—I never saw any of their files, and I should not like to speak with authority upon that point.

1053. Is it the case that people often stipulate that they should have hand-cut files supplied to them?—Practically, it is never stated, so far as we are concerned; it is too well-known how we make our files.

1054. It is not within your knowledge that anybody has ever been deceived by having machine-cut files delivered to him when he wanted hand-cut files?—The only public cases of which I am aware are those that were stated by a former witness at the beginning of these proceedings. The account of those cases appeared in the public press.

1055. If anybody did receive machine-cut files when he expected to get hand-cut, you would maintain that he had not suffered any damage in consequence?—Certainly not, provided they are the best of their kind.

1056. Is the machine cutting of files greatly increasing in comparison with the hand-cutting?—The

Mr. *Albert Bright*—continued.

—The one is enormously increasing, and I should say that the other is, comparatively speaking, so diminishing.

1057. Are there more people employed in Sheffield on machine-cutting files than in hand-cutting?—Do you mean, are there more machine-cutters than hand-cutters?

1058. Yes?—There are more hand-cutters at present, I believe.

1059. I understand that the machine-cutters can turn out a very much larger number of files than the hand-cutters can?—Certainly.

Chairman.

1060. I understood from former witnesses that in making machine-cut files you need rather special care on the part of the mechanic who guides the machine?—Yes. In our works we now train the men up to that work from their youth.

1061. One such skilled man would, I presume, suffice to work the whole machine, turning out a number of files?—Yes.

Mr. *Stuart-Wortley.*

1062. Previously to your buying these machines, your firm had built up a reputation by the manufacture and sale of hand-cut files, had they not?—Yes; there was then no other means of producing them except that.

Chairman.

1063. Have you lost your reputation since?—Well, it is hardly for me to say, considering that our trade has enormously increased of late years.

Mr. *Albert Bright.*

1064. You do not regret having introduced machine-cutting into your business?—Certainly not.

Mr. *Pierpoint.*

1065. Can a file, as fine as this file (*producing a file*) be cut by machinery?—I am not an expert, of course; but these (*producing some files*) are Swiss files cut by machinery, and I think you will find that these files are as fine as the one you handed to me.

1066. They are finer, I think; do you cut files as fine as these?—Not by machinery.

1067. Do you cut them as fine as that by hand?—Yes, but we have not machines to cut as fine as that.

Mr. *Jacks.*

1068. But you could get them if necessary, I presume?—Yes, certainly.

Mr. *Albert Bright.*

1069. What are these Swiss files used for; are they used for jewellery?—Yes, and for the fine parts of machinery.

Mr. *Charles Shaw.*

1070. Is the reason why you buy these exceedingly fine files from Switzerland, and do not make them in England, the same reason as was given by a former witness, namely, that you do not wish to do away with the trade of the hand cutters altogether; that is to say, that there is a desire to live and let live, as far as possible?—We do not buy any files from Switzerland. The files I have just produced are simply some I have bought as samples in London, myself.

1071. Then I will put my question in another form: Is the reason why these exceedingly fine files are made in Switzerland, and not in this country, the same as was expressed by a former witness, who said that there was a live and let live policy in vogue as between masters and men, and that it was not desired to entirely take away the trade of hand-cutting from the hand cutters, and that therefore, unless they were driven to it, the masters would not manufacture by machinery certain classes of files which are at present only manufactured abroad by machinery; would that be your view?—It sounds a little too philanthropic.

1072. Is it due to a philanthropic or a practical reason that these exceedingly fine files are not made in this country by machinery?—I should prefer you to ask that from a more practical witness who will come later on, who will speak with regard to the cutting of these files in this country, and who knows more about the hand cutting of files than I do. If we found ourselves compelled to get machines to cut these files, we should do so; but as long as we can get them cut to advantage by hand-cutters, we shall not, certainly, go in for getting machines.

Chairman.

1073. I understand such fine files as these are manufactured in this country by hand-cutters?—Yes, by hand-cutters.

1074. But you have abstained so far from competing by making these fine files by machinery?—Yes, because we have not found it to our advantage to get these files cut by machinery at present.

Mr. CHARLES BELK, called in; and Examined.

Chairman.

1075. You are, I believe, a Manufacturer in Sheffield, of upwards of 30 years standing?—I am.

1076. During 20 years of that time have you taken an interest in the affairs of the Cutlers' Company and the Chamber of Commerce there?—Yes.

1077. You have served the offices of Master Cutler and President of the Chamber of Commerce?—Yes.

Chairman—continued.

1078. You have considered the Bill which is under the consideration of the Committee?—Yes.

1079. Do you think it is desirable to pass it into law?—I think it is very undesirable.

1080. Is that upon the general grounds that you

Chairman—continued.

you advocate the invention and improvement of mechanical means to save personal labour?—Yes.

1081. Is that really and truly the direction in which progress is being made in all machinery?—Throughout manufactures generally, I believe.

1082. Have you also an objection to it, on the ground of its being, in your mind, a novelty that manufacturers should be compelled under penalties to distinguish in the article manufactured between hand-made and machine-made goods?—To me that is quite a new principle, and I think it is one of the strongest arguments against this Bill becoming law.

1083. You are, perhaps, in favour of the manufacturer at his own pleasure stamping the article with his own name as evidence of *bona fides* in respect to its quality?—Certainly, if he so wishes.

1084. But you object to any compulsion in that direction?—That is so.

1085. You also found some objection upon the ground that legislative interference in commerce is apt to produce the contrary effect to that which is desired; that it impedes commerce?—I think it can hardly be denied that legislative interference with commerce, save for the purpose of preventing fraud, is undesirable. Commerce only wants to be left alone.

1086. Is there in this instance such a necessity or such an incentive to prevent fraud as, in your opinion, justifies this Bill?—Certainly not.

1087. Have you, so far as you are personally concerned, any pecuniary interest in any way, either in dealers or in users of files?—Being connected for so many years with the Sheffield trade, of which the file-manufacturing forms one, and a considerable, part, I cannot have passed through that number of years without coming largely into contact with both users of files and dealers in files, and manufacturers of files.

1088. Have you any prejudice on the one side or the other, so far as you are able to inquire into your own motives?—Not the least. I am perfectly disinterested in the matter.

1089. You consider it the best interest of every trader to effect the best means for securing the excellence of his wares?—Yes.

1090. To properly advertise them?—Yes.

1091. You suggest that the hand-makers may, if they please, voluntarily mark their own files?—There is nothing that I know of to prevent them doing so; and if there were a superiority in that method, I think they would be certain to adopt it from motives of self-interest.

1092. Do you draw the inference from their not having adopted that course, that the object of this Bill is to subject those who use machinery for file cutting, to the risks of these pains and penalties in order to represent the mark as a badge of inferiority?—That is my belief. I can conceive really no other motive for it.

1093. Do you think the Bill would secure the object of those who are its promoters?—Not at all. Eventually I think it would have exactly the contrary effect.

1094. Would you enlarge that a little and show us why you think so?—From my inquiries I cannot learn that there is in the minds either of users or dealers in files any belief in the superiority of the hand-cut file; and if this badge were for a moment taken as a badge of inferiority and were compulsorily marked upon goods, after a time the users of files would find that it was not so; and then instead of wanting to have the assumed superior file they would recognise that there was no superiority in it at all, and therefore a reaction would take place, and machine-cut files would possibly come more greatly into favour.

Chairman—continued.

1095. So that in your judgment the Bill would fail in its object?—That is so.

1096. Do you share the feeling that has been spoken to by former witnesses that it would affect our foreign trade?—Yes, I do think that; that is a question that the file manufacturers could really answer much better than myself; but at the same time I believe that it is so.

Mr. *Stuart-Wortley.*

1097. You think this Bill, if it were passed, would interfere with the manufacture of machine-cut files?—For the time to a slight extent, yes; afterwards not.

1098. Afterwards it is your opinion that it would have the effect of establishing the superiority of machine-cut files?—It would be found out that there was no inferiority in them, and then the consumer who uses the files finding there was no inferiority involved in the mark would say, "I am tired of suspecting these files."

1099. Have you seen this long list which has been put in of users and consumers of files who have petitioned in favour of this Bill; you think they are all wrong?—I should say that the consumers of files in the country may be numbered by hundreds of thousands, and if that is the list of all that can be obtained in favour of the Bill I should not attach much weight to it.

1100. The names in this list are those of firms; do you say that this is an insignificant representation of the large consumers of files?—I have not seen the list; I was looking at the numbers.

1101. The list gives the names of firms who employ consumers of files; do you suggest that is an insignificant representation?—My reply to that is that they form but a small fraction of the consumers of files throughout the country.

1102. I see here the Amalgamated Society of Engineers; is that an insignificant representation of the consumers of files?—I would say not, distinctly.

1103. How do you get rid of the fact that they desire to be placed in a position to know that when they seek to get hand-cut files they should be assured of getting them?—I have no individual acquaintance with the society, but from my knowledge of what working men generally say I do not think they care about it, and I certainly have a considerable acquaintance with working men who use files.

1104. You are not yourself a manufacturer of files?—I am not myself a manufacturer of files, but in my manufactory files are used.

1105. You yourself represent the Chamber of Commerce?—Yes, I came up for that purpose.

1106. The majority of them are not, if any, manufacturers of files, are they?—There are manufacturers of files amongst them, and on the council of the Chamber.

1107. But the manufacturers of files are not by any means the majority even on the council?

Mr. *Stuart-Wortley*—continued.

—I do not think any individual trade forms a majority either of the chamber or of the council.

1108. So that really your special knowledge and that of the Chamber of Commerce is limited to general views upon the legislation, and its effects upon commerce?—Yes, my own knowledge is. If I may speak for the chamber I must say that the individual members of the chamber are quite as well acquainted with the file trade as anybody else can be.

1109. Then do you contend, either for yourself or on behalf of the chamber, that the capitalist manufacturer, the man who pays the wages, or on the other hand the distributor, should have complete liberty to vary his sources of supply or his mode of manufacture without the consumer ever having any opportunity of knowing that he does so?—Generally speaking, I should say yes.

1110. Were you not yourself active in promoting the passing of the Merchandise Marks Act?—I was.

1111. Is it not the central principle of that Bill that the consumers should be brought into direct contact with the knowledge both of the mode of production and the place of origin?—No one can know better than yourself that the central principle of the Merchandise Marks Act was to stop fraud; and it stopped at that.

1112. Was not that Bill the outcome of the desire of the producing classes to get at close quarters with the consumers, and not to be interfered with by practices of any kind on behalf of the distributors and capitalist manufacturers?—The central principle of the Bill was to stop fraud, and it stopped at fraud. As you know, it turned upon this: that no false indication either of the mode of manufacture or the place of origin should be put on, there it stopped; it did not say that something shall be put on, but it said that something should not be put on; that is that a false indication of the place of origin or process of manufacture should not be put on.

1113. Do you say that the impulse which led to the passing of that Bill had no further tendency except that?—Repeatedly it was attempted and it has been attempted since to carry it further, and to insist upon something being put on.

1114. Are you aware that it was carried further in the very same year in which that Act was passed?—I do not exactly know in what direction you mean it was carried further.

1115. I am referring to the Margarine Act; how do you distinguish the two cases?—The cases are not exactly parallel.

1116. What is the distinction you draw between them?—I think you have put to me possibly the best illustration I could give; you mean as between butter and margarine?

1117. Yes?—Butter is the product of the milk of a live cow; margarine is the product of the fat of a dead animal; it may be bull, ox, horse, or even a much humbler animal; and it was in order to stop the fraudulent introduction of that different material that the Margarine Act was passed; so that the two things are not parallel, they are two totally different materials; they have nothing in common, save that they are both animal products. If you want to draw an exact parallel I think you have supplied it. Butter was

Mr. *Stuart-Wortley*—continued.

formerly made almost entirely by hand. Of course the human hand is constantly throwing out perspiration, and that perspiration contains the elements of putrefaction; so that during the last few years in the best dairies the butter is never touched by the hand. Now, if in the interests of the old-fashioned makers of butter you were to insist on all butter that is now made without the intervention of the hand being marked "machine made," you have an exact parallel to what this Bill proposes to do in the case of files.

1118. You say that the Margarine Act was based on the principle of fraudulently putting on the market margarine in the place of butter?—Yes, a different material.

1119. Are you aware that the Act applies when there is not the slightest attempt at any kind of fraud?—Yes, in that way; but margarine is no more butter than dried sloe leaves are tea, or dried cabbage leaves are tobacco.

1120. Surely the Act has applied where nobody has even attempted to say it was butter?—Yes, I think it was almost obliged to be carried as far as that in order to render it perfectly effective.

1121. Was it not on the ground that the consumer himself could not tell the difference?—Undoubtedly; that one material was substituted for another.

1122. He could not tell which he was buying; was not that it?—He could not tell which he was buying.

1123. The Act applied even although the seller said nothing?—Exactly. Margarine can be made up to be a perfect colourable imitation of butter.

1124. Just so; you do not contend that margarine is injurious to health?—Not at all; neither are dried sloe leaves injurious to health.

1125. You do not contend, do you, that the consumer of files can tell for himself whether they are hand-cut or machine-cut?—I do not think he wants to.

1126. That is not my question; do you say that he can tell?—I do not believe that he can.

1127. You agree with the witnesses for the Bill who said that he cannot?—That is so; nor do I think he is injuriously affected thereby so far as my information goes.

1128. You admit, perhaps, that he is a better judge of that than even possibly yourself?—Certainly; my answer is the result of inquiries.

Mr. *Charles Shaw.*

1129. Is there any reason that you know of why the words "hand-cut" should not be substituted for "machine cut" throughout this Bill?—I do not think that the manufacturers of the hand-cut files would care for the Bill for a single minute if that were done, and that suggests to me the animus with which it has been introduced.

1130. You, yourself, or those who think with you, would have no objection to such transposition of words as to make the makers of hand-cut files stamp all their goods "hand-cut"?—I think it would be simply putting the manufacturers of hand-cut files and the workmen under

Mr. *Charles Shaw*—continued.

under a disability, to which I object, my answer being that trade wants leaving to itself so long as fraud is prevented, and I do not think there has been any fraud in this matter.

1131. The purport of this Bill being to secure that the user of files shall be able to distinguish between hand-cut and machine-cut, or, in other words, that machine-cut shall not be foisted upon him for hand-cut, do you think the transposition of those words would effect the same purpose?—It would effect the same purpose, which, in my opinion, is quite unnecessary.

Mr. *Heath.*

1132. Had you a debate in your Chamber of Commerce as to whether somebody should come up and give evidence against the Bill?—I was up last year.

1133. Has there been a debate in your chamber?—Last year there was a debate; this year there has not been, because this is taken as a continuation of last year's Bill.

1134. Was there a division?—It was not necessary, as we were unanimous.

1135. Were they unanimous that you should come and give evidence against the Bill?—Yes.

Sir *James Joicey.*

1136. I gather from you that if the hand cutters had any idea that theirs was a better quality they would have no hesitation in taking advantage of a mark?—I think it is human nature; self-interest would dictate to them that if that were the better method they would adopt that method for the purpose of advancing their business.

1137. The impression which I gathered is that you do not think it would be any advantage?—Not at all.

Mr. *Albert Bright.*

1138. It is the case, I believe, that all makers of files put some mark upon the goods, either initials, or something else?—The mark they put on usually is the name of the manufacturer. Of course it is self-evident what that is done for; it is in order to let the consumer see by whom the file was manufactured, and if possible to induce him to come back to the same manufacturer. Self-interest is at the bottom of it of course.

1139. We have heard that it would be an additional expense to the makers of hand-cut files if they were forced to mark "hand cut" on their files; what do you say as to that?—I do not think, in making new files, that would be a material element. As this Bill would of necessity involve the words being put on files that are now made, it would in that case not only be an additional expense, but would be attended with great risk. They are made of hardened steel, and the very fact of impressing a mark on them would be very liable to break them.

1140. But supposing it were necessary to put "hand cut" on the files, it would be perfectly

Mr. *Albert Bright*—continued.

easy to incorporate it with the trade-mark of the firm, and cause no additional expense at all?—That is so. I do not think the question of expense really would be material.

Mr. *Burt.*

1141. I think you said that the Chamber of Commerce was quite unanimous against the Bill?—It was last year; there has been no meeting this year.

1142. Does the chamber consist to any extent, or largely, of manufacturers of files?—Speaking from memory, I should say there is a very considerable representation of file manufacturers on it; I should think almost all the principal firms really are members of the chamber.

1143. Would that apply to both hand-cut and machine-cut file manufacturers?—Yes.

1144. There was no difference of opinion, I understand?—There was no difference of opinion.

Chairman.

1145. I will just ask you about the illustration that was put to you of margarine; I have the Margarine Act here before me; the Act says, "Margarine shall mean all substances, whether compounds or otherwise, prepared in imitation of butter, and whether mixed with butter or not." You observe that it must be "prepared in imitation of butter"?—Yes.

1146. Does that come within your idea of the fraud which you were speaking of a while since?—It is the substitution of one material for another. Butter has highly nutritive qualities, and is very acceptable to the general palate, and, from its appearance, I do not think that margarine could be distinguished from it by the eye; hence my answer was that it is the substitution of one material for another material.

1147. And not only a substitution, but "prepared in imitation of butter"?—Clearly.

1148. Then, also, do you take into account that the substitution of the one for the other involved a question of public health which the Legislature might perhaps treat exceptionally?—I am not sure, because my memory does not sufficiently carry me back to the origin of the Margarine Act; but I think my answer with regard to the dried sloe leaves and the dried cabbage leaves almost carries it on the face; of course it would be fraudulent to substitute dried sloe leaves for tea, although dried sloe leaves are not injurious.

1149. Then, also, upon the question which you have referred to of the probable result of the Legislature disappointing its promoters, are you aware that margarine has been elevated in the market by the passing of this Act, and that it fetches a much higher price, and competes with the lower classes of butter?—I should imagine that the process of manufacturing margarine has been considerably improved since the time of its first introduction, and in all probability that would account for the additional demand for it.

Mr. Charles Henry Bingham, called in; and Examined.

Chairman.

1150. You are a member of the firm of Walker and Hall?—I am.

1151. You are Master of the Cutlers' Company of Sheffield?—Yes.

1152. For the last 12 years you have taken, I believe, an active interest in all questions which have come before the company affecting trades marks in the general interests, I suppose, of the trade?—I have.

1153. Are you opposed to the Bill which is under the consideration of this Committee?—Yes.

1154. Do you consider it both unnecessary and unwise?—I do.

1155. Do you consider that a consumer of files can with certainty obtain hand-cut files if he wishes to do so?—I think so.

1156. By stipulation in the contract?—Yes, without difficulty.

1157. And are you of opinion that the consumer can move the tribunals against a man who deceives him?—Certainly.

1158. Has it been shown, in your opinion, that hand-cut files are superior to machine-cut?—It has not.

1159. Assuming both to be of the best quality as regards material and temper, you would say that it is not shown that the hand-cut are superior to the machine-cut?—I do not believe it has been.

1160. Does it follow from that, in your judgment, that if a man not having stipulated for any particular sort of file had machine-cut files supplied to him, when he expected to have the other, it is not shown that any damage has been committed against him?—Decidedly not.

1161. And there is no fraud, because he has not asked for that which he says now he wanted?—There is no fraud whatever.

1162. Do you agree that all manufacturers of standing strike their trade mark upon their files?—It is the custom of all Sheffield manufacturers to do so.

1163. And so stake their reputation upon the quality of their productions?—Yes.

1164. Do you also assign as a reason against the Bill that if hand-cut files be superior to machine-cut, it is open to makers of them to mark them as hand-cut?—Certainly.

1165. And thus to obtain any higher price which that might secure to them?—That would seem to me the natural result if hand-cut files possessed any superiority.

1166. I believe that the policy of the company of which you are the master has been to support measures for suppressing fraudulent marking, but otherwise to leave the method of marking to the discretion of the manufacturer?—That is so.

1167. Does it weigh with you that you are jealous of any unnecessary interference with the freedom of the manufacturer?—Very strongly.

1168. Do you think the Bill would promote the interests of hand-cutters?—I do not think it would.

1169. In what way would you expect it would

Chairman—continued.

falsify their expectation; would it have the effect of advertising the good quality of machine-cut files?—I think it would naturally call the attention of the purchaser of files, where they were marked machine-cut, to their quality, and that, naturally, when they were found to be of good quality, it would remove any possible prejudice in the mind of the person against machine-cut files.

1170. Do you think the Bill would interfere with home manufacturers in some cases where their files come into competition with foreign productions which are not under the same restrictions?—I think it would.

1171. Your particular objection, I think, is to the provision in Section 2 of the Bill, which would prevent a manufacturer of files even using unmarked machine-cut files in his own works?—Yes, the words in the section to which I refer are in the ninth and tenth lines of Sub-section 1 of Section 2.

1172. Section 2, Sub-section 1, provides that "After the commencement of this Act every file cut, wholly or partly, by machinery, and sold or exposed for sale, or used for any purpose of the trade, or manufacture in, or imported into the United Kingdom, shall be marked legibly and in a manner reasonably sufficient for the information of any purchaser with words stamped upon the shoulder or tang of the file, or upon any part of the file upon which it may be customary to place the manufacturer's mark or any other mark, and indicating that such file has been cut by machinery, or partly by machinery, as the case may be." Is that the provision you refer to?—Yes, that is the provision.

1173. You say you think that would prevent the manufacturer of files even using unmarked machine-cut files in his own works?—It appears to me that would be the result of that provision.

1174. That is to say, you assume that the absence of the condition that is required would become unlawful after this Bill passed, and therefore the manufacturer could not use unmarked machine files in his own works?—That strikes me as one of the results which would follow the passing of the Bill.

Mr. *Stuart-Wortley.*

1175. You are not yourself a manufacturer of files, are you?—I am not.

1176. Are you aware that the Bill of last year would have made it incumbent upon the makers of hand-cut files to mark their files, too?—I had forgotten that that was the case.

1177. And that that Bill was promoted with the same support from the men themselves as the Bill of this year?—I had lost sight of that fact.

1178. Are you aware that the change in the form of the Bill was entirely made to conciliate the manufacturers of hand-cut files?—I was not aware of that.

1179. It was not to conciliate any section of the

Mr. *Stuart-Wortley*—continued.

the workmen but to conciliate the employers?—I was not aware of that.

1180. You say that the consumer can, if he thinks proper, insist upon having hand-cut files when he buys his files, if he wants hand-cut files?—Yes.

1181. Supposing he is buying them from some comparatively small retailer, how can he give effect to such a desire?—I think if he ordered hand-cut files, no retailer would risk the consequences of supplying machine-cut instead of hand-cut files.

1182. You do not suggest, do you, if there is no mark the Merchandise Marks Act applies?—Yes, I think it does.

1183. Even when there is no mark?—So far as I remember the Merchandise Marks Act, it would.

1184. It is in that belief that you have given your evidence; if a man went to an ironmonger and said, "Give me a hand-cut file," and he was given a machine-cut file, without anything more than a verbal representation being made, you think that the Merchandise Marks Act would apply?—Yes, in consequence of its being a false trade description.

1185. Even if it were a mere verbal description?—Yes.

1186. Has any Court ever been asked to hold that?—I cannot cite the case. But, of course, the consumer might make it more than a verbal description if he took the precaution of insisting on the files being invoiced.

1187. No doubt; but is it not the fact that a great many files are bought in small quantities by workmen who have to find their own files, and there is no question of invoice, or anything of the kind; they are bought across the counter?—No doubt.

1188. And in small quantities?—Yes; and in those small quantities I do not think there is any preference expressed for hand-cut files.

1189. That is not my question. Supposing there is such a preference, do you think in practice it is open or possible for any workmen to get an effective guarantee of the mode of manufacture of his files?—I think so. I do not think a retailer dare run the risk of selling a machine-cut file as a hand-cut file.

Chairman.

1190. If he knew it?—Yes.

1191. Of course, he may be deceived?—He should take care not to be.

Mr. *Stuart-Wortley.*

1192. Would he not take care not to know?—No; I think, on the other hand, he would take care to protect himself by knowing what he purchased.

Chairman.

1193. I should like to point out to you that the words in Section 2 of the Merchandise Marks Act are "every person who" "applies any false trade description to goods." It seems very doubtful whether that would cover a verbal contract; it seems as if in the companionship of the various stipulations of that section that the words

Chairman—continued.

mean a false trade description marked on the goods and physically applied to them in some way, possibly by a label?—I thought the Act included a verbal representation.

Mr. *Heath.*

1194. Are you giving evidence here on behalf of the Cutlers' Company?—Yes; the Cutlers' Company of Sheffield.

1195. You are giving evidence as representing them?—Yes.

1196. Are they unanimous against the Bill?—Yes.

Sir *James Joicey.*

1197. It was suggested that there had been a Bill last Session insisting upon both sorts of files being marked, and that the hand-cut manufacturers objected so strongly to it that the promoters of the Bill were obliged to withdraw the hand-cut files from the scope of the Bill; did I rightly gather that that was your impression?—I said I was not aware that that had been the case.

1198. I presume as the hand-cut file manufacturers opposed the previous Bill, which affected them so directly, they considered that it was a disadvantage to mark the files?—I cannot come to any other conclusion whether they opposed the Bill on the ground of that portion of the Bill, or whether they oppose it as a whole.

1199. That would seem to be the natural conclusion. Do I gather that the hand-cut file manufacturers are not opposing the Bill now, or do you represent both the hand-cut and the machine-cut file makers?—Both the hand-cut and the machine-cut.

1200. Then, practically, they oppose it altogether?—Yes.

1201. Is there any special demand for hand-cut files as against machine-cut files; are they often or ever asked for?—I have never heard of it.

1202. Consequently, that is the real reason there has been no trial of the question in connection with that?—Do you mean a trial as to the relative merits of the two kinds of files.

1203. No, I mean in a court of law?——

Mr. *Stuart-Wortley.*

1204. There have been prosecutions in cases where there was a written representation, or something on which you could apply the Merchandise Marks Act; that was given in evidence?—No doubt.

Sir *James Joicey.*

1205. However, your general impression is that the purchaser of a file is like the purchaser of anything else, a pair of stockings, for instance; that is to say, he does not care whether they are made by hand or by machine, so long as he gets a good quality?—Yes.

1206. Do you think it would affect hand-cut files if in foreign competition all the machine file makers in this country were compelled to mark their files; would not the tendency be for the purchaser abroad, or the consumer abroad, to conclude that all the files that were not marked were hand-cut?—Those who knew of the provisions of this Act, I suppose, would naturally come to that conclusion.

 1207. The

Sir *James Joicey*—continued.

1207. The foreign manufacturers, if they were to make inferior files and sell them without marks, would give the impression, of course, that they were hand-cut?—I think that follows.

1208. Do you not think it would seriously affect the hand-cut file makers in this country if inferior articles were sold in that way, which were presumed to be hand-cut?—Yes, if they were sold as of English origin.

1209. But, so far as I gather from your evidence, you think it is not only against the interests of the separate industries of hand-cut and machine-cut files, but against the interests of file manufacturers altogether in this country to mark them?—I think so. I think it is an objectionable provision altogether.

Mr. *Albert Bright.*

1210. Can you say whether it is possible to distinguish with absolute certainty from examination whether a file is hand-cut or machine-cut?—I am not an expert enough to give an opinion on that question.

1211. Supposing this Bill were to become law, and all the British-made machine-cut files were to be so marked, and the hand-cut files were to be so marked, would it not be quite possible for foreign makers of these files to mark their exportations into this country with whatever mark they thought was most attractive; and if they did so, would it not be almost impossible for us to prevent files being fraudulently marked in that way?—Whether this Bill were passed or not, I should say it would be impossible for such files to pass our Customs.

1212. You do not quite follow my question; what could prevent an American firm marking whatever it likes on its files; suppose files were marked "made in America, hand-cut," how could the authorities at the ports here tell whether they were hand-cut or not?—Only by obtaining an expert's opinion.

1213. My previous question was whether it was possible to tell by examination whether a file was machine or hand-cut, and I thought you said you could not tell?—I said I was not sufficiently an expert to be able to answer that question.

Mr. *Albert Bright*—continued.

1214. Do not you think that it would be possible for them to make machine-cut files in the United States and mark them "hand cut," and get them into this country without its being detected?—I do not think it would, because I think the attention of our Custom House officers would be so called to those files that they would take care to ascertain whether they were or were not what they were represented to be.

1215. But would it be an easy thing to ascertain how they had been made in the foreign manufactory, or where the man who imported them to England had bought them?—From the evidence I have read which has been given by experts, I think it would be possible to do so.

Chairman.

1216. You think it would be possible to detect it?—Yes, from what I have heard.

1217. Why do you think so; I understand you are not yourself an expert?—No; I am only judging from the evidence I have heard upon the question.

1218. Do you mean from the evidence you have heard here?—I should say more exactly judging from what I have read.

1219. Where have you read that evidence?—As having been given before this Committee.

1220. But there is evidence both ways as to that, I think; there is a great contest of evidence whether you can tell the one against the other; some witnesses say you could and several, I think, say you could not; you assume that it would be possible to detect the difference; when you speak of the Custom House officers having their attention called to these small matters, and the probability of their attending to this, have you thought what that involves when you are considering practical legislation; does that enter at all into your calculation of the consequence that is to flow from such a Bill as this?—From my experience I have found that the Custom House officers' attention is given very carefully to any questions of the marking of files, or any question of that sort.

APPENDIX.

LIST OF APPENDIX.

APPENDIX, No. 1.

PAGE

Paper handed in by Mr. C. B. Stuart-Wortley (a Member of the Committee), 29 May 1895 - - - - 55

APPENDIX, No. 2.

Paper handed in by Mr. S. Uttley, 29 May 1895 - - - - - - - - - - - - 56

APPENDIX, No. 3.

Paper handed in by Mr. S. Uttley, 29 May 1895 - - - - - - - - - - - - 58

APPENDIX, No. 4.

Paper handed in by Mr. Frank Mappin, 19 June 1895 - - - - - - - - - - - 59

APPENDIX, No. 5

Paper handed in by Mr. W. Beckett, 19 June 1895 - - - - - - - - - - - - 60

APPENDIX.

APPENDIX, No. 1.

PAPER handed in by Mr. *C. B. Stuart-Wortley* (a Member of the Committee), 29 May 1895.

Dear Sir, Sheffield, 6 April 1895.

We take the liberty of sending you copy of a letter which we directed to Sir Courtenay E. Boyle on the 14th June last, expressing our views with regard to the marking of machine-cut files.

As the Bill prepared, and brought by you before the House of Commons, is practically the same as Mr. Coleridge's, we think this letter may be of use to you. We leave you to deal with it as you may deem necessary.

Yours, &c.
(Burys & Co., Limited),
(signed) *Thomas Brown*,
Secretary.

C. B. Stuart-Wortley, Esq., Q.C., M.P.,
2, Cheyne-walk, Chelsea.

(Copy.)

Sir, Sheffield, 14 June 1894.

From recent reports in the press we note that your Department has received deputations from the File Manufacturers' Association of Sheffield, the Cutlers' Company, and the Sheffield Chamber of Commerce, in opposition to the "Files Marking Bill," now before the House, in the name of Mr. Bernard Coleridge, and backed by Mr. C. Stuart-Wortley.

As one of the largest firms engaged in the manufacture of files in Sheffield, and we believe the largest manufacturers of hand-cut files in the world, having an average weekly output of 2,500 dozens, we maintain that our world-wide reputation for excellence of quality has been won by adopting exclusively the process of hand-cutting.

We desire to bring under your notice the following facts:—

Although members of the File Manufacturers' Association, we differ entirely from the views expressed by the deputation from that body.

We also take exception to the representatives of the Cutlers' Company and the Chamber of Commerce being considered as authorities upon this question, seeing that many of them have little or no knowledge of the file trade, and are not known to be in any way connected with it.

Our experience is that, by using a first-class material and adhering to the process of hand-cutting, with practical supervision, we have been able to maintain our position and reputation and to increase our business, notwithstanding the competition of machine cutters, who do not, as a rule, sell their files on their merits.

Our files are all carefully labelled "Warranted hand cut," and are so advertised in the leading trade journals.

We may state that we have experienced great difficulty in conducting our business in consequence of the deceptive practices resorted to by merchants and others dealing in machine-cut files, it being impossible for the consumer to know whether he is buying "hand-cut" or "machine-cut" unless he possesses thorough practical knowledge of hand-cutting.

The test we have applied, and the outcome of our business prove to us that, given a fair chance, hand-cut files are by far the more serviceable and reliable, and we respectfully submit that if the reputation of the Sheffield file trade is to be maintained, Mr. Coleridge's Bill must become law.

Trusting you will see that our views are placed before your Board and the Select Committee of the House of Commons,

We are, &c.
(Burys & Co., Limited),
(signed) *Thomas Brown*,
Secretary and Manager.

Sir Courtenay E. Boyle, K.C.B.,
Permanent Secretary to the Board of Trade,
Whitehall Gardens, S.W.

APPENDIX, No. 2.

PAPER handed in by Mr. *S. Uttley*, 29 May 1895.

COPY of List of Large Consumers of Files who have signed in favour of the Merchandise Marks (Files) Bill.

(Original in the possession of Mr. *S. Uttley*.)

THE DECEPTION IN THE FILE TRADE.

To the Honourable the Commons in Parliament Assembled and the Select Committee *re* Files Bill.

Gentlemen,

In consequence of a large quantity of files cut by machinery, now being placed on the market by Sheffield manufacturers and others, bearing no mark by which they can be distinguished, in many cases being represented as and sold for hand-cut files to the permanent injury of the trade,—

We, the undersigned, being large buyers or consumers of files, hereby testify to our approval of the Bill now referred by your Honourable House to a Select Committee, and trust that the result will be to provide for the marking of files in such manner as shall enable merchants, dealers, and consumers, to know what they are purchasing, which is not the case at the present time.

Name.	Town.	Name.	Town.
Rice & Co.	Birmingham.	The Albion Lamp Company	Birmingham.
J. Nichols and Son	ditto.	Ready and Son	ditto.
H. J. Hunt Brown, jun.	ditto.	Metropolitan Railway Carriage and Wagon Company.	ditto.
Hawkins & Co.	ditto.	George Illston & Co.	ditto.
S. B. Whitfield & Co.	ditto.	W. and T. Allender	ditto.
James Cartland and Son	ditto.	Birmingham Small Arms and Metal Company, Limited.	ditto.
Winfields, Limited	ditto.	Joseph Breeden & Co., Limited	ditto.
James Barwell, Sons & Co.	ditto.	Charles Lee	ditto.
Thomas Brawn & Co.	ditto.	G. and P. Kirkham	ditto.
The Mint, Birmingham, Limited	ditto.	W. Hopkins and Son	ditto.
Evered & Co., Limited	ditto.	James Clewes and Sons	ditto.
John Russett & Co., Limited	ditto.	John Wright	ditto.
Edwin Showell and Sons	ditto.	James Whitfield	ditto.
Elkington & Co., Limited	ditto.	H. Childs & Co.	ditto.
F. and H. Matchett, brassfounders	ditto.	Lee and Perrins	ditto.
Frazer Brothers	ditto.	Sun Cycle Fittings Company	ditto.
Charles Jaques & Co., Limited	ditto.	F. Parish	ditto
Richard Thomas	ditto.	James Brothers & Co., Limited	ditto.
The Osmond Cycle Company, Limited	ditto.	Joseph Cooper and Son, Limited	ditto.
J. B. Clive	ditto.	James Butler and Son	ditto.
S. A. Chambers	ditto.	James Mateley	ditto.
Wilcox and Pitman	ditto.	Parker and Sanders	ditto.
James Hinks and Sons, Limited	ditto.	E. F. Jones & Co.	ditto.
Ross Atkins, Sunlight Oil Lamp Company, Limited.	ditto.	Robert Witheridge	ditto.
William Souther and Sons	ditto.	Edward Moss Mitton	ditto.
Payne and Griffiths	ditto.	R. Harris	ditto.
J. Jewsbury & Co.	ditto.	Saunder, Davies & Co.	ditto.
C. M. Powell	ditto.	Thomas Bluet	ditto.
William Cooper and Son	ditto.	B. Lilly and Sons	ditto.
Isaac Whitehouse	ditto.	John Sanders	ditto.

COPY of List of Large Consumers of Files who have signed in favour of the Merchandise Marks (Files) Bill—*contd.*

Name.	Town.
James Barwell	Birmingham.
Finch Brothers	ditto.
Thomas P. Long & Co.	ditto.
Currie and Warner	ditto.
Hodge & Co.	ditto.
Samuel Mason	ditto.
Plant, Jackson & Co., plumbers' brass-founders.	ditto.
Gaskell and Chambers	ditto.
Handscombe and Chatwin	ditto.
Bailey and Mackey, brassfounders	ditto.
J. Sanders	ditto.
Pipe and Banks, manufacturers	ditto.
C. Mann & Co.	Leeds.
Clayton, Son & Co., Limited	ditto.
Frank Fearn & Co., Limited	Manchester.
Works of the "Ant and Bee"	ditto.
Vaughan and Son, engineers	ditto.
W. Davies and Son, boiler makers	ditto.
B. and S. Massey, engineers	ditto.
George Saxon, engineer	ditto.
Ashbury Railway Carriage and Iron Company, Limited.	ditto.
Kendall and Gent	ditto.
W. T. Glover & Co.	ditto.
H. W. R. Churchill	ditto.
James Wilson & Co.	ditto.
Whitaker and Pollitt, electricians	ditto.
Smith and Coventry, Limited, engineers	Salford.
Hamilton, Woods & Co., engineers	ditto.
James Kay, engineer	ditto.
Joseph Renshaw & Co., engineers	ditto.
G. Birch & Co., engineers	ditto.
Richard Threlfall, cotton machinist	Bolton.
Bolton Iron and Steel Company, Limited	ditto.
Tom B. Hartley	ditto.
Joseph Duckworth	ditto.
Thomas Mitchell	ditto.
Thomas Walmsley and Sons	ditto.
Dobson and Barlow, Limited	ditto.
W. H. Hainsworth	ditto.
Hick, Hargreaves & Co., Limited	ditto.
Joseph Walker & Co., merchants	ditto.
Thomas T. Crook, engineer	ditto.
W. Crumblehulme and Sons	ditto.
Entwisle and Gass, Limited	ditto.
J. and J. Braddock	Oldham.
Jackson and Ogden, millwrights and machinists.	ditto.
S. Charlesworth & Co., engineers	ditto.
John Mills, engineers, &c.	ditto.
William Whittaker and Sons	ditto.
Dronsfield Brothers, Limited	ditto.
John Barker and Sons, Limited	ditto.
John Hall and Son, ironfounders	ditto.
Platt Brothers & Co., Limited	ditto.
Asa Lees & Co., Limited	ditto.
Buckley and Taylor, engineers	ditto.
Oldham Engineering Company, Limited, engineers, &c.	ditto.
W. B. Haigh & Co., Limited	ditto.
The Gas Meter Company, Limited	ditto.
J. Wilkinson and Sons	Saltley.
T. Smith and Sons, Limited	ditto.
Dudley, sen.	Chesterfield.
Risht & Co.	Handsworth.

APPENDIX, No. 3.

PAPER handed in by Mr. *S. Uttley*, 29 May 1895.

COPY of List of Large Consumers of Files who have signed in favour of the Merchandise Marks (Files) Bill.

(Original in the possession of Mr. *S. Uttley*.)

Name.	Town.
Rice & Co.	Birmingham.
J. Nichols and Son	ditto.
H. J. Hunt Brown, jun.	ditto.
Hawkins & Co.	ditto.
S. B. Whitfield & Co.	ditto.
James Cartland and Son	ditto.
Winfields, Limited	ditto.
James Barwell, Sons & Co.	ditto.
Thomas Brawn & Co.	ditto.
The Mint, Birmingham, Limited	ditto.
Evered & Co., Limited	ditto.
John Russett & Co., Limited	ditto.
Edwin Showell and Sons	ditto.
Elkington & Co., Limited	ditto.
F. and H. Matchett, brassfounders	ditto.
Frazer Brothers	ditto.
Charles Jaques & Co., Limited	ditto.
Richard Thomas	ditto.
The Osmond Cycle Company, Limited	ditto.
J. B. Clive	ditto.
S. A. Chambers	ditto.
Wilcox and Pitman	ditto.
James Hinks and Son, Limited	ditto.
Ross Atkins Sunlight Oil Lamp Company, Limited.	ditto.
William Souther and Sons	ditto.
Payne and Griffiths	ditto.
J. Jewsbury & Co.	ditto.
C. M. Powell	ditto.
William Cooper and Son	ditto.
Isaac Whitehouse	ditto.
The Albion Lamp Company	ditto.
Ready and Son	ditto.
Metropolitan Railway Carriage and Wagon Company.	ditto.
George Illston & Co.	ditto.
W. & T. Allender	ditto.
Birmingham Small Arms and Metal Company, Limited.	ditto.
Joseph Breeden & Co., Limited	ditto.
Charles Lee	ditto.
G. and P. Kirkham	ditto.
W. Hopkins and Son	ditto.
James Clewes and Sons	ditto.
John Wright	ditto.
James Whitfield	ditto.
H. Childs & Co.	ditto.
Lee and Perrins	ditto.
Sun Cycle Fittings Company	ditto.
F. Parish	ditto.
James Brothers & Co., Limited	ditto.
Joseph Cooper and Son, Limited	ditto.
James Butler and Son	ditto.
James Mateley	ditto.
Parker and Sanders	ditto.
E. F. Jones & Co.	ditto.
Robert Witheridge	ditto.
Edward Moss Mitton	ditto.
R. Harris	ditto.
Saunders, Davies & Co.	ditto.
Thomas Bluet	ditto.
B. Lilly & Sons	ditto.
John Sanders	ditto.
James Barwell	ditto.
Finch Brothers	ditto.
Thomas P. Long & Co.	Birmingham.
Currie and Warner	ditto.
Hodge & Co.	ditto.
Samuel Mason	ditto.
Plant, Jackson & Co., plumbers' brass-founders.	ditto.
Gaskell and Chambers	ditto.
Handscombe and Chatwin	ditto.
Bailey and Mackey, brass founders	ditto.
J. Sanders	ditto.
Pipe and Banks, manufacturers	ditto.
C. Mann & Co.	Leeds.
Clayton, Son & Co., Limited	ditto.
Frank Fearn & Co., Limited	Manchester.
Works of the "Ant and Bee"	ditto.
Vaughan and Son, engineers	ditto.
W. Davies and Son, boiler makers	ditto.
B. and S. Massey, engineers	ditto.
George Saxon, engineer	ditto.
Ashbury Railway Carriage and Iron Company, Limited.	ditto.
Kendall and Gent	ditto.
W. T. Glover & Co.	ditto.
H. W. R. Churchill	ditto.
James Wilson & Co.	ditto.
Whitaker and Pollitt, electricians	ditto.
Smith and Coventry, Limited, engineers	Salford.
Hamilton, Woods & Co., engineers	ditto.
James Kay, engineer	ditto.
Jos. Renshaw & Co., engineers	ditto.
G. Birch & Co., engineers	ditto.
Richard Threlfall, cotton machinist	Bolton.
Bolton Iron and Steel Company, Limited	ditto.
Tom B. Hartley	ditto.
Joseph Duckworth	ditto.
Thomas Mitchell	ditto.
Thomas Walmsley and Sons	ditto.
Dobson and Barlow, Limited	ditto.
W. H. Hainsworth	ditto.
Hick, Hargreaves & Co., Limited	ditto.
Joseph Walker & Co., merchants	ditto.
Thomas T. Crook, engineer	ditto.
W. Crumblehulme and Sons	ditto.
Entwisle and Gass, Limited	ditto.
J. & J. Braddock	Oldham.
Jackson and Ogden, millwrights and machinists.	ditto.
S. Charlesworth & Co., engineers	ditto.
John Mills, engineers, &e.	ditto.
William Whittaker and Sons	ditto.
Dronsfield Brothers, Limited	ditto.
John Barker and Sons, Limited	ditto.
John Hall & Son, ironfounders	ditto.
Platt Brothers & Co., Limited	ditto.
Asa Lees & Co., Limited	ditto.
Buckley and Taylor, engineers	ditto.
Oldham Engineering Company, Limited, engineers, &c.	ditto.
W. B. Haigh & Co., Limited	ditto.
The Gas Meter Company, Limited	ditto.
J. Wilkinson and Sons	Saltley.
T. Smith and Sons, Limited	ditto.
Dudley, sen.	Chesterfield.
Risht & Co.	Handsworth.

APPENDIX, No. 4.

PAPER handed in by Mr. *Frank Mappin*, 19 June 1895.

OBJECTIONS of the Association of File Manufacturers residing within the City of Sheffield, in the County of York, and elsewhere, to the Merchandise Marks (Files) Bill, 1895, being substantially the same as a Petition presented by them against a similar Bill of last year.

A BILL, intituled, "A Bill to amend the Merchandise Marks Acts, 1887 and 1891, in respect of the Marking of Files," has been read a first time in the House of Commons, and is down for second reading on the 13th March 1895.

Such Bill provides that every machine-cut file shall be marked legibly, and in a manner reasonably sufficient for the information of any purchaser, with words indicating that it has been cut by machinery or partly by machinery.

Almost the whole of the files manufactured in Great Britain are made in Sheffield, and the Association is composed of manufacturers of all kinds of files, both those who produce solely hand-cut files and those who produce wholly or partially machine-cut files, and includes almost all the file manufacturers in the kingdom.

The members of the Association fail to see why their particular trade should be singled out for exceptional legislation, as, to the best of their belief, no attempt has ever been made to introduce any similar enactment with regard to any other branch of industry requiring an indication on the manufactured article of any particular process employed in its manufacture.

It is at present optional either to stamp or mark files hand-cut or machine-cut, as the case may be, or not to mark them at all.

The Bill is promoted in the interest of one class of labour, the hand-cutters, as against another class of labour, the machine-cutters, equally as deserving in every respect. The Bill implies that hand-cutting is necessarily superior to machine-cutting, which implication the Association entirely denies.

If hand cutters are to be legislated for in this way, there seems no reason why hand forgers of files and hand grinders of files should not equally be legislated for against machinery in their department, and why coke hardeners of files should not be protected against lead hardeners of files, and women scourers of files against steam scouring of files.

File cutting by hand is injurious to health, often causing lead poisoning, owing to the lead employed in the process. In machine file cutting no lead is used. Hand cutters are getting less numerous every year, and any legislation tending to bolster up their trade is detrimental from the point of view of public health.

The trade of Sheffield has been in the past very much crippled and injured in the manufacture of files, saws, edge tools, and other articles of hardware, through the objection of the workmen to permit the introduction of machinery into such manufactures, and through such objections, other countries, formerly large buyers of Sheffield goods, have been encouraged to manufacture for themselves.

A far greater weight and quantity of files are cut by machinery than by hand, and the proportion of machine-cut over hand-cut is growing greater every year. The Americans practically cut the whole of their files by machinery, and English makers of files now send few (if any) to America.

Other nations do not insist on such marking, consequently English machine-made files would be placed at a disadvantage in neutral markets.

Users of files know the quality they buy, and trust to the name, trade mark, and reputation of the file manufacturer, and not to an assertion whether the files are hand-cut or machine-cut.

Many manufacturers have such large stocks of files on hand that it would take years to exhaust them by means of ordinary sales, and in the case of these files already manufactured it would be very difficult to stamp the words provided by the Bill, and the cost of and the loss by breakage caused by so doing would be enormous.

The marking of the proposed words (in addition to the words already required to identify the manufacturer and his trade marks, particularly in the case of small files) would be a serious inconvenience and expense to the manufacturer in a trade in which the profit on sales is already very small, and would involve much extra care and trouble on the part of managers and workpeople to avoid errors.

In the case of files sent abroad the proposed words would probably convey no meaning to the customer, and would be quite useless and confusing, and in China and India would be taken for the name of the manufacturer and cause prejudicial mistakes in other ways.

Unless buyers of files knew that according to the Act (if the Bill should become law), all unstamped files were necessarily hand cut, the Bill would not have achieved its object of ear-marking hand-cut files.

The members of the Association feel assured that their reputations and trade marks are far better guarantees of the quality of a file or other article manufactured by them than any other description that could be stamped upon such file or article.

J. B. Jackson, President.
Wm. Beckett, Hon. Sec.

APPENDIX, No. 5.

PAPER handed in by Mr. *W. Beckett*, 19 June 1895.

OBJECTIONS of the Association of File Manufacturers residing within the City of Sheffield, in the County of York and elsewhere, to the Merchandise Marks (Files) Bill, 1895, being substantially the same as a Petition presented by them against a similar Bill of last year.

A BILL intituled "A Bill to amend the Merchandise Marks Acts, 1887 and 1891, in respect of the Marking of Files" has been read a first time in the House of Commons, and is down for second reading on the 13th March 1895.

Such Bill provides that every machine-cut file sold in or imported into the United Kingdom shall be marked legibly, and in a manner reasonably sufficient for the information of any purchaser, with words indicating that it has been cut by machinery or partly by machinery.

Almost the whole of the files manufactured in Great Britain are made in Sheffield, and the Association is composed of manufacturers of all kinds of files, both those who produce solely hand-cut files and those who produce wholly or partially machine-cut files, and includes almost all the file manufacturers in the kingdom.

The members of the Association fail to see why their particular trade should be singled out for exceptional legislation, as, to the best of their belief, no attempt even has ever been made to introduce any similar enactment with regard to any other branch of industry requiring an indication on the manufactured article of any particular process employed in its manufacture.

It is at present optional either to stamp or mark files hand-cut or machine-cut, as the case may be, or not to mark them at all.

The Bill is promoted in the interest of one class of labour, the hand cutters, as against another class of labour, the machine cutters, equally as deserving in every respect. The Bill implies that hand-cutting is necessarily superior to machine-cutting, which implication the Association entirely denies.

If hand cutters are to be legislated for in this way there seems no reason why hand forgers of files and hand grinders of files should not equally be legislated for against machinery in their department, and why coke hardeners of files should not be protected against lead hardeners of files, and women scourers of files against steam scouring of files.

File cutting by hand is injurious to health, often causing lead poisoning, owing to the lead employed in the process. In machine file cutting no lead is used. Hand cutters are getting less numerous every year, and any legislation tending to bolster up their trade is detrimental from the point of view of public health.

The trade of Sheffield has been in the past very much crippled and injured in the manufacture of files, saws, edge tools, and other articles of hardware through the objection of the workmen to permit the introduction of machinery into such manufactures, and through such objections other countries, formerly large buyers of Sheffield goods, have been encouraged to manufacture for themselves.

A far greater weight and quantity of files are cut by machinery than by hand, and the proportion of machine-cut over hand-cut is growing greater every year. The Americans practically cut the whole of their files by machinery, and English makers of files now send few (if any) to America.

Other nations do not insist on such marking, consequently English machine-made files would be placed at a disadvantage in neutral markets if the files had to be marked, which they would if sent through English merchants, which is often the case.

Users of files know the quality they buy, and trust to the name, trade mark, and reputation of the file manufacturer, and not to an assertion whether the files are hand-cut or machine-cut.

Many manufacturers have such large stocks of files on hand that it would take years to exhaust them by means of ordinary sales, and in the case of these files already manufactured it would be very difficult to stamp the words provided by the Bill, and the cost of and the loss by breakage caused by so doing would be enormous.

The marking of the proposed words (in addition to the words already required to identify the manufacturer and his trade marks, particularly in the case of small files) would be a serious inconvenience and expense to the manufacturer in a trade in which the profit on sales is already very small, and would involve much extra care and trouble on the part of managers and workpeople to avoid errors.

In the case of files sent abroad the proposed words (if they were on the files) would probably convey no meaning to the customer, and would be quite useless and confusing, and in China and India would be taken for the name of the manufacturer and cause prejudicial mistakes in other ways.

Unless buyers of files knew that according to the Act (if the Bill should become law) all unstamped files were necessarily hand cut, the Bill would not have achieved its object of ear-marking hand-cut files.

The members of the Association feel assured that their reputations and trade marks are far better guarantees of the quality of a file or other article manufactured by them than any other description that could be stamped upon such file or article.

J. B. Jackson, President.
Wm. Beckett, Hon. Sec.

SPECIAL

REPORT

FROM THE

SELECT COMMITTEE

ON THE

MERCHANDISE MARKS (FILES) BILL;

TOGETHER WITH THE

PROCEEDINGS OF THE COMMITTEE

MINUTES OF EVIDENCE,

AND APPENDIX.

Ordered, by The House of Commons, *to be Printed.*
27 *June* 1895.

[*Price* 6½*d.*]

335. *Under 7 oz.*

REPORT

FROM THE

STANDING COMMITTEE

ON

LAW, AND COURTS OF JUSTICE, AND LEGAL PROCEDURE,

ON THE

MUNICIPAL FRANCHISE (IRELAND) BILL;

WITH THE

PROCEEDINGS OF THE COMMITTEE.

Ordered, by The House of Commons, *to be Printed,*
8 *April* 1895.

LONDON:
PRINTED FOR HER MAJESTY'S STATIONERY OFFICE,
BY EYRE AND SPOTTISWOODE,
PRINTERS TO THE QUEEN'S MOST EXCELLENT MAJESTY.

And to be purchased, either directly or through any Bookseller, from
EYRE AND SPOTTISWOODE, East Harding Street, Fleet Street, E.C.,
and 32, Abingdon Street, Westminster, S.W.; or
JOHN MENZIES & Co., 12, Hanover Street, Edinburgh, and
90, West Nile Street, Glasgow; or
HODGES, FIGGIS, & Co., Limited, 104, Grafton Street, Dublin.

208.

REPORT - - - - - - - - - - - - - - - - p. 5

PROCEEDINGS OF THE COMMITTEE - - - - - - - - - p. 6

1895.

STANDING COMMITTEE ON LAW, AND COURTS OF JUSTICE, AND LEGAL PROCEDURE.

[*Tuesday, 26th February* 1895]:—Sir John Mowbray reported from the Committee of Selection:—That they had nominated the following Members to serve on the Standing Committee for the consideration of all Bills relating to Law, and Courts of Justice, and Legal Procedure, which may, by Order of the House, be committed to such Standing Committee:—

Committee nominated of—

Mr. Ambrose.
Mr. Asquith.
Mr. Atherley-Jones.
Mr. Bartley.
Mr. Beach.
Mr. Bolitho.
Mr. Jacob Bright.
Mr. Brodrick.
Mr. Bryce.
Mr. John Burns.
Mr. Carson.
Sir Edward Clarke.
Mr. Courtney.
Mr. Donald Crawford.
Mr. Cremer.
Mr. Curzon,
Mr. Darling.
Sir Charles Dilke.
Mr. Dillon.
Sir William Hart Dyke.
Mr. A. de Tatton Egerton.
Mr. John Ellis.
Mr. S. T. Evans.
Sir Walter Foster.
Mr. Henry H. Fowler.
Mr. Herbert Gardner.
Mr. Gathorne-Hardy.
Mr. Herbert Gladstone.
Mr. Haldane.
Sir Charles Hall.
Sir Edward Harland.
Mr. Maurice Healy.
Mr. T. M. Healy.
Mr. Staveley Hill.
Mr. Samuel Hoare.
Mr. Henry Hobhouse.
Sir Ughtred Kay-Shuttleworth.
Mr. Kenyon.
Mr. Knox.
Mr. W. F. Lawrence.
Mr. Shaw Lefevre.
Mr. Lloyd-George.
Ths Lord Advocate.
Mr. James William Lowther.
Mr. MacNeill.
Mr. Matthews.
Sir Samuel Montagu.
Mr. John Morley.
Mr. Edward Morton.
Mr. Mount.
Mr. Mulholand.
Mr. Muntz.
Mr. William O'Brien.
Mr. Paul.
Sir Charles Pearson.
Mr. Pickard.
Sir. Francis Powell.
Mr. John Redmond.
Mr. Bryn Roberts.
Sir George Russell.
Mr. Parker Smith.
Mr. Solicitor General.
Mr. Francis Stevenson.
Mr. Storey.
Mr. Taylor.
Sir Richard Temple.
Mr. Webb.
Mr. Whitmore.

[*Monday*, 11*th March* 1895]:—*Ordered*, that all Standing Committees have leave to print, and circulate with the Votes, the Minutes of their Proceedings, and any amended Clauses of Bills committed to them.

[*Friday*, 15*th March* 1895]:—Sir John Mowbray reported from the Committee of Selection; That they had discharged the following Member from the Standing Committee on Law, and Courts of Justice, and Legal Procedure: Sir Ughtred Kay-Shuttleworth; and had appointed in substitution—: Mr.Hopwood.

[*Wednesday*, 20*th March* 1895]:—Municipal Franchise (Ireland) Bill,—read a second time, and committed to the Standing Committee on Law, &c.

[*Thursday*, 21*st March* 1895]:—Sir Matthew White Ridley reported from the Chairman's Panel; That they had appointed Mr. Arthur O'Connor to act as Chairman of the Standing Committee for the consideration of Bills relating to Law, and Courts of Justice, and Legal Procedure, in the place of Sir George Osborne Morgan.

[*Friday*, 22*nd March* 1895]:—Sir John Mowbray reported from the Committee of Selection; That they had discharged the following Member from the Standing Committee on Law, and Courts of Justice, and Legal Procedure:—Sir Walter Foster; and had appointed in substitution: Mr. Seale-Hayne.

Sir John Mowbray further reported from the Committee: That they had added to the Standing Committee on Law, and Courts of Justice, and Legal Procedure the following Fifteen Members, in respect of the Municipal Franchise (Ireland) Bill:—Mr. Arthur Balfour, Mr. Barton, Mr. Carvill, Mr. T. B. Curran, Mr. Field, Mr. Harrington, Mr. William Kenny, Sir Thomas Lea, Mr. Macartney, Mr. O'Keeffe, Mr. Pinkerton, Sir Albert Rollit, Mr. Ross, Mr. Sexton, and Mr. T. D. Sullivan.

REPORT.

THE STANDING COMMITTEE on LAW, and COURTS OF JUSTICE, and LEGAL PROCEDURE, to whom the MUNICIPAL FRANCHISE (IRELAND) BILL was referred;— HAVE gone through the BILL, and have agreed to Report the same, without Amendment.

8 *May* 1895.

STANDING COMMITTEE ON LAW, AND COURTS OF JUSTICE, AND LEGAL PROCEDURE.

Monday, 1*st April* 1895.

MEMBERS PRESENT:

Mr. ARTHUR O'CONNOR in the Chair.

Mr. Dunbar Barton.
Mr. Beach.
Mr. John Burns.
Mr. Cremer.
Mr. T. B. Curran.
Sir Charles Dilke.
Mr. Dillon.
Mr. A. de Tatton Egerton.
Mr. John Ellis.
Mr. Field.
Mr. Gathorne-Hardy.
Mr. Haldane.
Sir Edward Harland.
Mr. Harrington.
Mr. Seale-Hayne.
Mr. Maurice Healy.
Mr. T. M. Healy.
Mr. Henry Hobhouse.
Mr. Hopwood.
Mr. William Kenny.
Mr. Knox.
Mr. Lawrence.
Mr. Shaw Lefevre.
Sir F. Lockwood.
Mr. James William Lowther.
Mr. Macartney.
Mr. MacNeill.
Mr. John Morley.
Mr. Edward Morton.
Mr. Mount.
Mr. Mulholland.
Mr. William O'Brien.
Mr. O'Keefe.
Mr. Paul.
Sir Francis Powell.
Mr. John Redmond.
Mr. Ross.
Mr. Sexton.
Mr. Francis Stevenson.
Mr. Sullivan.
Mr. Webb.
Mr. Whitmore.

MUNICIPAL FRANCHISE (IRELAND) BILL.

Clauses 1—3, *agreed to.*

Clause 4. Amendment proposed, in page 2, line 4, to leave out from the words "an occupier" to the word "building," in line 6, inclusive, and insert the words "in personal occupation of any dwelling-house"—(Mr. *Ross*).—Question, That the words proposed to be left out stand part of the Clause,—put, and *agreed to.*

Another Amendment proposed, in page 2, line 6, after the word "building," to insert the words "(in this Act referred to as qualifying property)"—(Mr. *Macartney*).—Question proposed, That those words be there inserted.

Amendment, by leave, *withdrawn.*

Another Amendment proposed, in page 2, line 6, after the word "and" to insert the words "(c) Who has during the whole of the said twelve months resided in such borough or within seven miles of it; and"—(Mr. *Macartney*).—Question put, That those words be there inserted.—The Committee divided:

Ayes, 13.	Noes, 24.
Mr. Dunbar Barton.	Mr. John Burns.
Mr. Beach.	Mr. Cremer.
Mr. A. de Tatton Egerton.	Sir Charles Dilke.
Mr. Gathorne-Hardy.	Mr. Dillon.
Sir Edward Harland.	Mr. John Ellis.
Mr. William Kenny.	Mr. Field.
Mr. Lawrence.	Mr. Haldane.
Mr. James William Lowther.	Mr. Harrington.
Mr. Macartney.	Mr. Seale-Hayne.
Mr. Mulholland.	Mr. Maurice Healy.

Ayes, 13—*continued.*	Noes, 24—*continued.*
Sir Francis Powell.	Mr. T. M. Healy.
Mr. Ross.	Mr. Henry Hobhouse.
Mr. Whitmore.	Mr. Hopwood.
	Mr. Knox.
	Mr. John Morley.
	Mr. William O'Brien.
	Mr. O'Keeffe.
	Mr. Paul.
	Mr. John Redmond.
	Mr. Sexton.
	Mr. Solicitor-General.
	Mr. Francis Stevenson.
	Mr. Sullivan.
	Mr. Webb.

Another Amendment proposed, in page 2, line 12, after the word "paid" to leave out the words "or discharged"—(Mr. *Kenny*).—Question put, That the words "or discharged" stand part of the Clause.—The Committee divided:

Ayes, 25.	Noes, 14.
Mr. John Burns.	Mr. Dunbar Barton.
Mr. Cremer.	Mr. Beach.
Sir Charles Dilke.	Mr. Gathorne-Hardy.
Mr. Dillon.	Sir Edward Harland.
Mr. A. de Tatton Egerton.	Mr. Henry Hobhouse.
Mr. John Ellis.	Mr. William Kenny.
Mr. Field.	Mr. Lawrence.
Mr. Harrington.	Mr. James William Lowther.
Mr. Seale-Hayne.	Mr. Macartney.
Mr. Maurice Healy.	Mr. Mount.
Mr. T. M. Healy.	Mr. Mulholland.
Mr. Hopwood.	Sir Francis Powell.
Mr. Knox.	Mr. Ross.
Mr. MacNeill.	Mr. Whitmore.
Mr. John Morley.	
Mr. Edward Morton.	
Mr. William O'Brien.	
Mr. O'Keeffe.	
Mr. Paul.	
Mr. John Redmond.	
Mr. Sexton.	
Mr. Solicitor-General.	
Mr. Francis Stevenson.	
Mr. Sullivan.	
Mr. Webb.	

Another Amendment proposed, in page 2, line 12, after the word "rates," to leave out the words "(if any)"—(Mr. *Ross*).—Question, That the words "(if any)" stand part of the Clause,—put, and *agreed to*.

Another Amendment proposed, in page 2, lines 14—15, to leave out the words "premises during his occupation thereof," and insert the words "up to the then last first day of January"—(Mr. *Kenny*).—Question proposed, That the words proposed to be left out stand part of the Clause.

Amendment, by leave, *withdrawn*.

Another Amendment proposed, in page 2, line 21, to leave out Sub-section 2—(Mr. *Ross*).—Question, That the words "The said premises so to be occupied need not be the same premises or in the same ward or poor law union, but may be different premises" stand part of the Clause,—put, and *agreed to*.

Another Amendment proposed, in page 2, line 23, after the word "premises," to insert the words "within the municipal borough"—(Mr. *Kenny*).—Question, That those words be there inserted,—put, and *negatived*.

Another Amendment proposed, in page 2, lines 24—25, to leave out the words "or in different wards or poor law unions"—(Mr. *Ross*).—Question, That the words proposed to be left out stand part of the Clause,—put, and *agreed to*.

Another Amendment proposed, in page 2, line 25, after the word "unions," to insert the words "provided always that the number of dwelling-houses constituting the qualifying

premises during the qualifying period shall in no case exceed two"—(Mr. *Ross*).—Question, That those words be there inserted,—put, and *negatived*.

Another Amendment proposed, in page 2, line 26, to leave out Sub-section 3—(Mr. *Ross*).—Question, That the words proposed to be left out stand part of the Clause,—put, and *agreed to*.

Another Amendment proposed, in page 2, line 29, to leave out Sub-section 4—(Mr. *Ross*).

Question, That the words "In and for the purposes of this Act the terms house, warehouse, counting-house, shop, or other building, include any part of a house," stand part of the Clause,—put, and *agreed to*.

Another Amendment proposed, in page 2, line 31, to leave out the words "whether separately rated or not"—(Mr. *Macartney*).—Question, That the words proposed to be left out stand part of the Clause,—put, and *agreed to*.

Another Amendment proposed, in page 2, line 32, to leave out the words "of residence, or"—(Mr. *Macartney*).—Question put, That the words "of residence, or" stand part of the Clause.—The Committee divided:

Ayes, 25.	Noes, 8.
Mr. John Burns.	Mr. Dunbar Barton.
Mr. Cremer.	Sir Edward Harland.
Mr. T. B. Curran.	Mr. William Kenny.
Sir Charles Dilke.	Mr. Lawrence.
Mr. Dillon.	Mr. James William Lowther.
Mr. John Ellis.	Mr. Macartney.
Mr. Field.	Mr. Mulholland.
Mr. Harrington.	Mr. Ross.
Mr. Seale-Hayne.	
Mr. Maurice Healy.	
Mr. T. M. Healy.	
Mr. Hopwood.	
Mr. Knox.	
Mr. MacNeill.	
Mr. John Morley.	
Mr. William O'Brien.	
Mr. O'Keeffe.	
Mr. Paul.	
Sir Francis Powell.	
Mr. John Redmond.	
Mr. Sexton.	
Mr. J. Parker Smith.	
Mr. Francis Stevenson.	
Mr. Sullivan.	
Mr. Webb.	

Another Amendment proposed, in page 2, line 34, to leave out the word "apartments"—(Mr. *Macartney*).—Question put, that the word "apartments" stand part of the Clause.—The Committee divided:

Ayes, 21.	Noes, 7.
Mr. John Burns.	Mr. Dunbar Barton.
Mr. Cremer.	Sir Edward Harland.
Mr. T. B. Curran.	Mr. William Kenny.
Sir Charles Dilke.	Mr. Lawrence.
Mr. Dillon.	Mr. Macartney.
Mr. John Ellis.	Sir Francis Powell.
Mr. Field.	Mr. Ross.
Mr. Harrington.	
Mr. Seale-Hayne.	
Mr. Maurice Healy.	
Mr. T. M. Healy.	
Mr. Knox.	
Mr. MacNeill.	
Mr. William O'Brien.	
Mr. O'Keeffe.	
Mr. Paul.	
Mr. John Redmond.	
Mr. Sexton.	
Mr. Solicitor-General.	
Mr. Sullivan.	
Mr. Webb.	

Clause

Clauses 4—5, *agreed to.*

Clause 6.—Amendment proposed, in page 3, line 14, after the word "person," to insert the words "save and except persons entitled under the provisions of Section 5 of this Act"—(Mr. *Ross*).—Question, That those words be there inserted,—put, and *negatived.*

Clause *agreed to.*

Clauses 7—8, *agreed to.*

Clause 9.—Amendment proposed, in page 3, line 31, after the second word "any," to insert the word "male"—(Mr. *Harrington*).—Question put, That the word "male" be there inserted.—The Committee divided:

Ayes, 5.	Noes, 27.
Mr. Cremer.	Mr. Beach.
Sir Edward Harland.	Mr. John Burns.
Mr. Harrington.	Mr. T. B. Curran.
Mr. John Redmond.	Sir Charles Dilke.
Mr. Ross.	Mr. Dillon.
	Mr. A. de Tatton Egerton.
	Mr. John Ellis.
	Mr. Field.
	Mr. Seale-Hayne.
	Mr. Maurice Healy.
	Mr. T. M. Healy.
	Mr. Hopwood.
	Mr. William Kenny.
	Mr. Knox.
	Mr. Shaw Lefevre.
	Mr. Macartney.
	Mr. MacNeill.
	Mr. Edward Morton.
	Mr. Mount.
	Mr. William O'Brien.
	Mr. O'Keeffe.
	Mr. Paul.
	Sir Francis Powell.
	Mr. Sexton.
	Mr. Solicitor General.
	Mr. Sullivan.
	Mr. Webb.

Clause *agreed to.*

Clauses 10—11, *agreed to.*

Clause 12.—Amendment proposed, in page 4, line 13, after the word "occupier," to insert the words "if a male person"—(Mr. *Harrington*).—Question put, That the words "if a male person" be there inserted.—The Committee divided:

Ayes, 8.	Noes, 21.
Mr. Dunbar Barton.	Mr. Beach.
Mr. Cremer.	Mr. John Burns.
Mr. Field.	Mr. T. B. Curran.
Sir Edward Harland.	Sir Charles Dilke.
Mr. Harrington.	Mr. Dillon.
Mr. Mount.	Mr. A. de Tatton Egerton.
Mr. Mulholland.	Mr. Seale-Hayne.
Mr. Ross.	Mr. Maurice Healy.
	Mr. T. M. Healy.
	Mr. Hopwood.
	Mr. William Kenny.
	Mr. Knox.
	Mr. Macartney.
	Mr. MacNeill.
	Mr. O'Keeffe.
	Mr. Paul.
	Sir Francis Powell.
	Mr. Sexton.
	Mr. Solicitor General.
	Mr. Sullivan.
	Mr. Webb.

Another Amendment proposed, at the end of the Clause, to add the words "provided always that where any such premises are occupied by a female, she may by notice to the clerk of the union or town clerk require that her name be not so entered in the rate-book for the purpose of the franchise"—(Mr. *Harrington*).—Question put, That those words be there added.—The Committee divided:

Ayes, 10.	Noes, 20.
Mr. Cremer.	Mr. Dunbar Barton.
Mr. Field.	Mr. Beach.
Sir Edward Harland.	Mr. John Burns.
Mr. Harrington.	Mr. T. B. Curran.
Mr. William Kenny.	Sir Charles Dilke.
Mr. James William Lowther.	Mr. Dillon.
Mr. Mount.	Mr. A. de Tatton Egerton.
Mr. Mulholland.	Mr. Seale-Hayne.
Sir Francis Powell.	Mr. Maurice Healy.
Mr. Ross.	Mr. T. M. Healy.
	Mr. Hopwood.
	Mr. Knox.
	Mr. Macartney.
	Mr. MacNeill.
	Mr. O'Keeffe.
	Mr. Paul.
	Mr. Sexton.
	Mr. Solicitor General.
	Mr. Sullivan.
	Mr. Webb.

Clause *agreed to.*

Clause 13.—Amendment proposed, in page 5, line 6, to leave out the words "or negligently"—(Mr. *Macartney*).—Question put, That the words "or negligently" stand part of the Clause.—The Committee divided:

Ayes, 20.	Noes, 10.
Mr. John Burns.	Mr. Dunbar Barton.
Mr. Cremer.	Mr. Beach.
Mr. T. B. Curran.	Sir Edward Harland.
Sir Charles Dilke.	Mr. William Kenny.
Mr. Dillon.	Mr. James William Lowther.
Mr. A. de Tatton Egerton.	Mr. Macartney.
Mr. Field.	Mr. Mount.
Mr. Harrington.	Mr. Mulholland.
Mr. Seale-Hayne.	Sir Francis Powell.
Mr. Maurice Healy.	Mr. Ross.
Mr. T. M. Healy.	
Mr. Hopwood.	
Mr. Knox.	
Mr. MacNeill.	
Mr. O'Keeffe.	
Mr. Paul.	
Mr. Sexton.	
Mr. Solicitor General.	
Mr. Sullivan.	
Mr. Webb.	

[Adjourned till Thursday next, at Twelve of the clock.

Thursday, 4th April 1895.

MEMBERS PRESENT:

Mr. ARTHUR O'CONNOR in the Chair.

Mr. Dunbar Barton.
Mr. Beach.
Mr. Brodrick.
Mr. John Burns.
Mr. Carvill.
Mr. T. B. Curran.
Sir Charles Dilke.
Mr. Dillon.
Mr. John Ellis.
Mr. Gathorne Hardy.
Mr. Seale-Hayne.
Mr. Maurice Healy.
Mr. T. M. Healy.
Mr. Staveley Hill.
Mr. Hopwood.
Mr. William Kenny.
Mr. Knox.
Mr. Lawrence.
Mr. Lloyd-George.
Mr. James William Lowther.
Mr. Macartney.
Mr. MacNeill.
Mr. John Morley.
Mr. Edward Morton.
Mr. Mount.
Mr. Mulholland.
Mr. William O'Brien.
Mr. O'Keeffe.
Mr. Paul.
Sir Charles Pearson.
Mr. John Redmond.
Mr. Bryn Roberts.
Mr. Ross.
Sir George Russell.
Mr. Sexton.
Mr. Parker Smith.
Mr. Solicitor General.
Mr. Francis Stevenson.
Mr. Sullivan.
Sir Richard Temple.
Mr. Webb.
Mr. Whitmore.

Clause 13, further considered.

Another Amendment proposed, in page 5, line 10, to leave out from the words "to be," to the end of the Clause—(Mr. *Ross*).—Question, That the words proposed to be left out stand part of the Clause,—put, and *agreed to*.

Clause *agreed to*.

Clause 14.—Question put, That the Clause stand part of the Bill.—The Committee divided:

Ayes, 19.

Mr. John Burns.
Mr. Carvill.
Mr. Dillon.
Mr. John Ellis.
Mr. Seale-Hayne.
Mr. Maurice Healy
Mr. T. M. Healy.
Mr. Hopwood.
Mr. Knox.
Mr. Lloyd-George.
Mr. John Morley.
Mr. William O'Brien.
Mr. Paul.
Mr. John Redmond.
Mr. Sexton.
Mr. Solicitor General.
Mr. Francis Stevenson.
Mr. Sullivan.
Mr. Webb.

Noes, 12.

Mr. Dunbar Barton.
Mr. Beach.
Mr. Staveley Hill.
Mr. William Kenny.
Mr. Lawrence.
Mr. James William Lowther.
Mr. Macartney.
Mr. Mulholland.
Mr. Ross.
Mr. Parker Smith.
Sir Richard Temple.
Mr. Whitmore.

Clause 15.—Amendment proposed, in page 6, line 8, after the word "wilfully," to insert the words "with intent to keep such occupier off the burgess roll of such municipal borough"—(Mr. *Ross*).—Question put, That those words be there inserted.—The Committee divided:

Ayes, 12.

Mr. Dunbar Barton.
Mr. Beach.
Mr. Staveley Hill.
Mr. William Kenny.
Mr. Lawrence.
Mr. James William Lowther.

Noes, 21.

Mr. John Burns.
Mr. Carvill.
Mr. T. B. Curran.
Mr. Dillon.
Mr. John Ellis.
Mr. Seale-Hayne.

Ayes—*continued.*	Noes—*continued.*
Mr. Macartney.	Mr. Maurice Healy.
Mr. Mulholland.	Mr. T. M. Healy.
Mr. Ross.	Mr. Hopwood.
Mr. Parker Smith.	Mr. Knox.
Sir Richard Temple.	Mr. Lloyd-George.
Mr. Whitmore.	Mr. John Morley.
	Mr. William O'Brien.
	Mr. O'Keefe.
	Mr. Paul.
	Mr. John Redmond.
	Mr. Sexton.
	Mr. Solicitor General.
	Mr. Francis Stevenson.
	Mr. Sullivan.
	Mr. Webb.

Question put, That the Clause stand part of the Bill.—The Committee divided:

Ayes, 21.	Noes, 13.
Mr. John Burns.	Mr. Dunbar Barton.
Mr. Carvill.	Mr. Beach.
Mr. T. B. Curran.	Mr. Brodrick.
Mr. Dillon.	Mr. Staveley Hill.
Mr. John Ellis.	Mr. William Kenny.
Mr. Seale-Hayne.	Mr. Lawrence.
Mr. Maurice Healy.	Mr. James William Lowther.
Mr. T. M. Healy.	Mr. Macartney.
Mr. Hopwood.	Mr. Mulholland.
Mr. Knox.	Mr. Ross.
Mr. Lloyd-George.	Mr. Parker Smith.
Mr. John Morley.	Sir Richard Temple.
Mr. William O'Brien.	Mr. Whitmore.
Mr. O'Keefe.	
Mr. Paul.	
Mr. John Redmond.	
Mr. Sexton.	
Mr. Solicitor General.	
Mr. Francis Stevenson.	
Mr. Sullivan.	
Mr. Webb.	

Clause 16.—Amendment proposed, in page 6, line 35, to leave out from the words "and such," inclusive, all the words to the end of the sub-section—(Mr. *Ross*).—Question, That the words, "and such notice shall accurately set forth what such taxes are," stand part of the Clause,—put, and *agreed to*.

Clause *agreed to*.

Clause 17.—Question put, That the Clause stand part of the Bill.—The Committee divided:

Ayes, 22.	Noes, 12.
Mr. John Burns.	Mr. Brodrick.
Mr. Carvill.	Mr. Beach.
Mr. T. B. Curran.	Mr. Staveley Hill.
Mr. John Ellis.	Mr. William Kenny.
Mr. Seale-Hayne.	Mr. Lawrence.
Mr. Maurice Healy.	Mr. James William Lowther.
Mr. T. M. Healy.	Mr. Macartney,
Mr. Hopwood.	Mr. Mount.
Mr. Knox.	Mr. Mulholland.
Mr. Lloyd-George.	Mr. Ross.
Mr. MacNeill.	Sir Richard Temple.
Mr. John Morley.	Mr. Whitmore.
Mr. William O'Brien.	
Mr. O'Keefe.	
Mr. Paul.	
Mr. John Redmond.	
Mr. Sexton.	
Mr. Parker Smith.	
Mr. Solicitor General.	
Mr. Francis Stevenson.	
Mr. Sullivan.	
Mr. Webb.	

Clause 18.—Amendment proposed, in page 8, line 36, to leave out Sub-section (6)—(Mr. *Ross*).—Question, That the words proposed to be left out stand part of the Clause,—put, and *agreed to.*

Another Amendment proposed, in page 10, line 21, to leave out from the word "and" to the word "voters" in line 25 inclusive, and insert the words "save that every such appeal shall be to the Queen's Bench Division of the High Court of Justice in Ireland, and"—Mr. *Ross*).—Question put, That the words proposed to be left out stand part of the Clause.—The Committee divided:

Ayes, 19.	Noes, 11.
Mr. Beach.	Mr. Brodrick.
Mr. John Burns.	Mr. Gathorne-Hardy.
Mr. T. B. Curran.	Mr. Staveley Hill.
Sir Charles Dilke.	Mr. William Kenny.
Mr. Seale-Hayne.	Mr. Lawrence.
Mr. Maurice Healy.	Mr. Macartney.
Mr. T. M. Healy.	Mr. Mount.
Mr. Knox.	Sir Charles Pearson.
Mr. Lloyd-George.	Mr. Ross.
Mr. MacNeill.	Sir George Russell.
Mr. William O'Brien.	Sir Richard Temple.
Mr. O'Keefe.	
Mr. Paul.	
Mr. John Redmond.	
Mr. Bryn Roberts.	
Mr. Sexton.	
Mr. Solicitor General.	
Mr. Sullivan.	
Mr. Webb.	

Question put, That the Clause stand part of the Bill.—The Committee divided:

Ayes, 18.	Noes, 11.
Mr. John Burns.	Mr. Dunbar Barton.
Mr. T. B. Curran.	Mr. Beach.
Sir Charles Dilke.	Mr. Brodrick.
Mr. Seale-Hayne.	Mr. Gathorne-Hardy.
Mr. Maurice Healy.	Mr. William Kenny.
Mr. T. M. Healy.	Mr. Macartney.
Mr. Hopwood.	Mr. Mount.
Mr. Knox.	Sir Charles Pearson.
Mr. Lloyd-George.	Mr. Ross.
Mr. MacNeill.	Sir George Russell.
Mr. William O'Brien.	Sir Richard Temple.
Mr. O'Keeffe.	
Mr. Paul.	
Mr. John Redmond.	
Mr. Byrn Roberts.	
Mr. Sexton.	
Mr. Sullivan.	
Mr. Webb.	

Clause 19.—Amendment proposed, in page 10, at the end of Clause, to add the words, "Provided, however, that in the case of the Borough of Dublin the Lord Lieutenant, in exercising the powers vested in him under the second section of the Revising Barristers (Ireland) Act 1886, of appointing additional revising barristers for the said borough shall, during a period of five years from the passing of this Act, have regard to the claims, if such shall be made, of the barristers who shall be the elected assessors of the said borough at the date of the passing of this Act"—(Mr. *Kenny*).—Question proposed, That those words be there added.

Amendment, by leave, *withdrawn.*

Clause *agreed to.*

Clauses 20—22, *agreed to.*

Clause 23.—Amendment proposed, in page 12, line 22, to leave out Sub-section (1), and insert the words "(1.) The following persons shall, if duly registered according to the provisions hereinafter contained, be entitled to vote at any election of a Commissioner held after the year one thousand eight hundred and ninety-six for any town or township in Ireland (that is to say): every male or female person of full age who is the immediate lessor of lands, tenements, and

hereditaments within such town or township of the value of fifty pounds or upwards, according to the last poor law valuation, who shall reside within five miles of the boundaries of such towns or townships, also every male or female person of full age who shall have occupied as tenant or owner, or shall have been the immediate lessor (rated for such premises to the relief of the poor to the net annual value of four pounds or upwards) of any lands, tenements, or hereditaments within such towns or townships rated in respect of such premises under the Acts for the relief of the destitute poor in Ireland: Provided, that no such person shall be so registered in any year unless he or she shall have been such lessor or occupier during three months next before the fifteenth day of July in the year one thousand eight hundred and ninety-six, and so in every succeeding year, and shall, on or before the first day of August in each such year, have paid all town or township rates which respectively shall have become payable from him or her in respect of such premises previously to the first day of January in each such year: Provided that the premises in respect of the occupation of which any person shall be entitled to be registered in any year, and to vote at town or township elections, shall not be required to be the same premises, but may be different premises occupied in immediate succession by such person"—(Mr. *Dunbar Barton*).—Question proposed, That the words "Every person who on the twentieth day of July in any year is and during the whole of the" stand part of the Clause.

[Adjourned till Monday next, at Twelve o'clock.

Monday, 8th April 1895.

MEMBERS PRESENT:

Mr. ARTHUR O'CONNOR in the Chair.

Mr. Dunbar Barton.	Mr. Lloyd-George.
Mr. Beach.	The Lord Advocate.
Mr. Brodrick.	Mr. Macartney.
Mr. John Burns.	Mr. MacNeill.
Mr. Carvill.	Sir Samuel Montague.
Mr. Donald Crawford.	Mr. Edward Morton.
Mr. Cremer.	Mr. Mulholland.
Mr. T. B. Curran.	Mr. William O'Brien.
Sir Charles Dilke.	Mr. O'Keefe.
Mr. Dillon.	Mr. Paul.
Mr. W. Field.	Mr. Pickard.
Mr. Herbert Gladstone.	Sir Francis Powell.
Mr. Haldane.	Mr. John Redmond.
Sir Edward Harland.	Sir A. Rollit.
Mr. Seale-Hayne.	Mr. Ross.
Mr. Maurice Healy.	Mr. Sexton.
Mr. T. M. Healy.	Mr. Solicitor-General.
Mr. Hopwood.	Mr. Sullivan.
Mr. William Kenny.	Sir Richard Temple.
Mr. Knox.	Mr. Webb.
Mr. Lawrence.	

Clause 23 further considered.

Amendment again proposed, in page 12, line 22, to leave out Sub-section (1) and insert the words "(1) The following persons shall, if duly registered according to the provisions hereinafter contained, be entitled to vote at any election of a Commissioner held after the year one thousand eight hundred and ninety-six for any town or township in Ireland (that is to say): every male or female person of full age who is the immediate lessor of lands, tenements, and hereditaments within such town or township of the value of fifty pounds or upwards, according to the last poor law valuation, who shall reside within five miles of the boundaries of such towns or townships, also every male or female person of full age who shall have occupied as tenant or owner, or shall have been the immediate lessor (rated for such premises to the relief of the poor to the net annual value of four pounds or upwards) of any lands, tenements, or hereditaments within such towns or townships rated in respect of such premises under the Acts for the relief of the destitute poor in Ireland: Provided, that no such person shall be so registered in any year unless he or she shall have been such lessor or occupier during three months next before the fifteenth day of July in the year one thousand eight hundred and ninety-six, and so in every succeeding year, and shall on or before the first day of August in each such year, have paid all town or township rates which respectively shall have become payable from him or her in respect of such premises previously to the first day

day of January in each such year: Provided that the premises in respect of the occupation of which any person shall be entitled to be registered in any year, and to vote at town or township elections, shall not be required to be the same premises, but may be different premises occupied in immediate succession by such person"—(Mr. *Dunbar Barton*).—Question again proposed, That the words "Every person who on the twentieth day of July in any year is and during the whole of the" stand part of the Clause.—Question put, and *agreed to*.

Another Amendment proposed, in page 12, line 23, to leave out the word "three" and insert the word "twelve"—(Mr. *Macartney*).—Question put, That the word "three" stand part of the Clause.—The Committee divided:

Ayes, 25.	Noes, 10.
Mr. J. Burns.	Mr. Dunbar Barton.
Mr. Carvill.	Mr. Beach.
Mr. Donald Crawford.	Sir Edward Harland.
Mr. T. B. Curran.	Mr. William Kenny.
Sir Charles Dilke.	Mr. Lawrence.
Mr. Dillon.	Mr. Macartney.
Mr. Field.	Mr. Mulholland.
Mr. Herbert Gladstone.	Sir Francis Powell.
Mr. Haldane.	Mr. Ross.
Mr. Seale-Hayne.	Sir Richard Temple.
Mr. Maurice Healy.	
Mr. T. M. Healy.	
Mr. Hopwood.	
The Lord Advocate.	
Mr. MacNeill.	
Sir Samuel Montagu.	
Mr. Edward Morton.	
Mr. William O'Brien.	
Mr. O'Keeffe.	
Mr. Paul.	
Mr. Pickard.	
Mr. John Redmond.	
Mr. Sexton.	
Mr. T. D. Sullivan.	
Mr. Webb.	

Another Amendment proposed, in page 12, line 24, after the word "occupation," to insert the words "as sole tenant or owner"—(Mr. *Ross*).—Question, That the words "as sole tenant or owner" be there inserted,—put, and *negatived*.

Another Amendment proposed, in page 12, line 30, after the word "entitled" to insert the words "to be enrolled in the roll of electors made up for any such town or township according to the prescribed method of making up such roll for the time being in force in any such town or township, and when so enrolled shall be entitled"—(Mr. *Ross*).—Question put, That those words be there inserted.—The Committee divided:

Ayes, 11.	Noes, 24.
Mr. Dunbar Barton.	Mr. John Burns.
Mr. Beach.	Mr. Carvill.
Sir Edward Harland.	Mr. Donald Crawford.
Mr. William Kenny.	Mr. T. B. Curran.
Mr. Lawrence.	Sir Charles Dilke.
Mr. Macartney.	Mr. Dillon.
Mr. Mulholland.	Mr. Field.
Sir Francis Powell.	Mr. Herbert Gladstone.
Sir Albert Rollit.	Mr. Haldane.
Mr. Ross.	Mr. Seale-Hayne.
Sir Richard Temple.	Mr. Maurice Healy.
	Mr. T. M. Healy.
	Mr. Hopwood.
	The Lord Advocate.
	Mr. MacNeill.
	Mr. Edward Morton.
	Mr. William O'Brien.
	Mr. O'Keeffe.
	Mr. Paul.
	Mr. Pickard.
	Mr. John Redmond.
	Mr. Sexton.
	Mr. T. D. Sullivan.
	Mr. Webb.

Question put, That the Clause stand part of the Bill.—The Committee divided:

Ayes, 24.	Noes, 10.
Mr. John Burns.	Mr. Dunbar Barton.
Mr. Carvill.	Mr. Beach.
Mr. Donald Crawford.	Sir Edward Harland.
Mr. T. B. Curran.	Mr. William Kenny.
Sir Charles Dilke.	Mr. Lawrence.
Mr. Dillon.	Mr. Macartney.
Mr. Field.	Mr. Mulholland.
Mr. Herbert Gladstone.	Sir Francis Powell.
Mr. Haldane.	Mr. Ross.
Mr. Seale-Hayne.	Sir Richard Temple.
Mr. Maurice Healy.	
Mr. T. M. Healy.	
Mr. Hopwood.	
The Lord Advocate.	
Mr. MacNeill.	
Mr. Edward Morton.	
Mr. William O'Brien.	
Mr. O'Keeffe.	
Mr. Paul.	
Mr. Pickard.	
Sir Albert Rollit.	
Mr. Sexton.	
Mr. T. D. Sullivan.	
Mr. Webb.	

New Clause brought up and read the first time, as follows:—(Clerk of union to furnish to town clerk a list of persons who have been in receipt of poor law relief)—"The clerk of the union shall, within twenty-one days after a written request to that effect, furnish to the town clerk of every town or township (from a register kept by him for the purpose) a return of the names and addresses of all persons who have, during the qualifying period, been in receipt of relief under the Acts for the relief of the destitute poor in Ireland"—(Mr. *Dunbar Barton*).—Question put, That the Clause be read a second time.—The Committee divided:

Ayes, 12.	Noes, 23.
Mr. Dunbar Barton.	Mr. John Burns.
Mr. Beach.	Mr. Carvill.
Sir Charles Dilke	Mr. Donald Crawford.
Sir Edward Harland.	Mr. Cremer.
Mr. William Kenny.	Mr. T. B. Curran.
Mr. Lawrence.	Mr. Dillon.
Mr. Macartney.	Mr. Field.
Mr. Mulholland.	Mr. Herbert Gladstone.
Sir Francis Powell.	Mr. Haldane.
Sir Albert Rollit.	Mr. Seale-Hayne.
Mr. Ross.	Mr. Maurice Healy.
Sir Richard Temple.	Mr. T. M. Healy.
	Mr. Hopwood.
	Mr. Knox.
	Mr. MacNeill.
	Mr. Edward Morton.
	Mr. William O'Brien.
	Mr. O'Keeffe.
	Mr. Paul.
	Mr. Pickard.
	Mr. Sexton.
	Mr. T. D. Sullivan.
	Mr. Webb.

New Clause brought up, and read the first time, as follows:—(Assessment and collection of rates)—"Sections thirty-eight, thirty-nine, and forty of the Lighting of Towns (Ireland) Act, 1828, are hereby repealed, and sections sixty, sixty-one, sixty-two, sixty-three, sixty-four, sixty-five, sixty-six, and sixty-seven of the Towns Improvement (Ireland) Act, 1854, shall be and are hereby substituted therefor"—(Mr. *Dunbar Barton*).

Question proposed, That the Clause be read a second time.

Clause ruled out of order.

Schedules 1—2, *agreed to*.

Ordered to report the Bill, without Amendment, to the House.

REPORT

FROM THE

STANDING COMMITTEE

ON

LAW, AND COURTS OF JUSTICE, AND LEGAL PROCEDURE,

ON THE

MUNICIPAL FRANCHISE (IRELAND) BILL;

WITH THE

PROCEEDINGS OF THE COMMITTEE.

Ordered, by The House of Commons, *to be Printed*,
8 *April* 1895.

[*Price* 2½ *d.*]

208. *Under* 2 *oz.*

REPORT

FROM THE

STANDING COMMITTEE

ON

LAW, AND COURTS OF JUSTICE, AND LEGAL PROCEDURE,

ON THE

PISTOLS BILL;

WITH THE

PROCEEDINGS OF THE COMMITTEE.

Ordered, by The House of Commons, *to be Printed,*
19 *March* 1895.

LONDON:
PRINTED FOR HER MAJESTY'S STATIONERY OFFICE,
BY EYRE AND SPOTTISWOODE,
PRINTERS TO THE QUEEN'S MOST EXCELLENT MAJESTY.

And to be purchased, either directly or through any Bookseller, from
EYRE AND SPOTTISWOODE, East Harding Street, Fleet Street, E.C.,
and 32, Abingdon Street, Westminster, S.W.; or
JOHN MENZIES & Co., 12, Hanover Street, Edinburgh, and
90, West Nile Street, Glasgow; or
HODGES, FIGGIS, & Co., Limited, 104, Grafton Street, Dublin.

REPORT - - - - - - - - - - - - - - - - p. 5

PROCEEDINGS OF THE COMMITTEE - - - - - - - - p. 6

1895.

STANDING COMMITTEE ON LAW, AND COURTS OF JUSTICE, AND LEGAL PROCEDURE.

[*Tuesday, 26th February* 1895]:—Sir John Mowbray reported from the Committee of Selection; That they had nominated the following Members to serve on the Standing Committee for the consideration of all Bills relating to Law, and Courts of Justice, and Legal Procedure, which may, by Order of the House, be committed to such Standing Committee.

Committee nominated of—

Mr. Ambrose.
Mr. Asquith.
Mr. Atherley-Jones.
Mr. Bartley.
Mr. Beach.
Mr. Bolitho.
Mr. Jacob Bright.
Mr. Brodrick.
Mr. Bryce.
Mr. John Burns.
Mr. Carson.
Sir Edward Clarke.
Mr. Courtney.
Mr. Donald Crawford.
Mr. Cremer.
Mr. Curzon.
Mr. Darling.
Sir Charles Dilke.
Mr. Dillon.
Sir William Hart Dyke.
Mr. A. de Tatton Egerton.
Mr. John Ellis.
Mr. Evans.
Sir Walter Foster.
Mr. Henry H. Fowler.
Mr. Herbert Gardner.
Mr. Gathorne-Hardy.
Mr. Herbert Gladstone.
Mr. Haldane.
Sir Charles Hall.
Sir Edward Harland.
Mr. Maurice Healy.
Mr. T. M. Healy.
Mr. Staveley Hill.
Mr. Samuel Hoare.
Mr. Henry Hobhouse.
Sir Ughtred Kay-Shuttleworth.
Mr. Kenyon.
Mr. Knox.
Mr. Lawrence.
Mr. Shaw Lefevre.
Mr. Lloyd-George.
The Lord Advocate.
Mr. James William Lowther.
Mr. McNeill.
Mr. Matthews.
Sir Samuel Montagu.
Mr. John Morley.
Mr. Edward Morton.
Mr. Mount.
Mr. Mulholland.
Mr. Muntz.
Mr. William O'Brien.
Mr. Paul.
Sir Charles Pearson.
Mr. Pickard.
Sir Francis Powell.
Mr. John Redmond.
Mr. Bryn Roberts.
Sir George Russell.
Mr. Parker Smith.
Mr. Solicitor General.
Mr. Francis Stevenson.
Mr. Storey.
Mr. Taylor.
Sir Richard Temple.
Mr. Webb.
Mr. Whitmore.

[*Wednesday, 27th February* 1895]:—Pistols Bill read a second time, and committed to the Standing Committee on Law, and Courts of Justice, and Legal Procedure.

[*Friday*, 1*st March* 1895]:—Sir John Mowbray reported from the Committee of Selection; That they had added to the Standing Committee on Law, and Courts of Justice, and Legal Procedure, the following Fifteen Members in respect of the Pistols Bill:—Commander Bethell, Mr. Gibson Bowles, Marquess of Carmarthen, Mr. Alexander Cross, Mr. Diamond, Mr. Greene, Mr. Hopwood, Mr. James Lowther, Mr. Lloyd Morgan, Mr. Moulton, Colonel Nolan, Mr. Paulton, Mr. Joseph Pease, Mr. George Russell, and Mr. Henry J. Wilson.

[*Friday*, 1*st March* 1895]:—Sir George Osborne Morgan reported from the Chairman's Panel: That they had appointed Sir George Osborne Morgan to act as Chairman of the Standing Committee for the consideration of Bills relating to Law, and Courts of Justice, and Legal Procedure.

[*Monday*, 11*th March* 1895]:—*Ordered*, That all Standing Committees have leave to print, and circulate with the Votes, the Minutes of their Proceedings, and any amended clauses of Bills committed to them.

[*Friday*, 15*th March* 1895]:—Sir John Mowbray reported from the Committee of Selection; That they had discharged the following Member from the Standing Committee on Law, and Courts of Justice, and Legal Procedure:—Sir Ughtred Kay-Shuttleworth; and had appointed in substitution: Mr. Hopwood.

REPORT.

THE STANDING COMMITTEE on LAW, and COURTS OF JUSTICE, and LEGAL PROCEDURE, to whom the PISTOLS BILL was referred;——HAVE gone through the same, and made Amendments thereunto.

19 *March* 1895.

STANDING COMMITTEE ON LAW, AND COURTS OF JUSTICE, AND LEGAL PROCEDURE.

Tuesday, 12*th March* 1895.

MEMBERS PRESENT:

Sir GEORGE OSBORNE MORGAN in the Chair.

Mr. Atherley-Jones.
Mr. Beach.
Commander Bethell.
Mr. Gibson Bowles.
Marquess of Carmarthen.
Mr. Donald Crawford.
Mr. Alexander Cross.
Sir Charles Dilke.
Mr. A. de Tatton Egerton.
Mr. Gathorne-Hardy.
Mr. Herbert Gladstone.
Mr. Greene.
Sir Edward Harland.
Mr. Hopwood.
Mr. James William Lowther.
Mr. Matthews.
Sir Samuel Montagu.
Mr. Lloyd Morgan.
Mr. Mount.
Mr. Paul.
Mr. Paulton.
Sir Francis Powell.
Mr. Bryn Roberts.
Mr. George Russell.
Mr. Solicitor General.
Mr. Whitmore.
Mr. Henry J. Wilson.

PISTOLS BILL.

Clause 1.—Amendment proposed, in page 1, line 5, to leave out Sub-section (1)—(Mr. *Hopwood*).—Question put, That the words proposed to be left out stand part of the Clause.—The Committee divided:

Ayes, 17.	Noes, 6.
Mr. Beach.	Mr. Alexander Cross.
Commander Bethell.	Sir Charles Dilke.
Marquess of Carmarthen.	Mr. Hopwood.
Mr. Donald Crawford.	Sir Samuel Montagu.
Mr. A. de Tatton Egerton.	Mr. Lloyd Morgan.
Mr. Gathorne-Hardy.	Mr. Henry J. Wilson.
Mr. Herbert Gladstone.	
Mr. Greene.	
Sir Edward Harland.	
Mr. James William Lowther.	
Mr. Matthews.	
Mr. Mount.	
Mr. Paulton.	
Sir Francis Powell.	
Mr. George Russell.	
Mr. Solicitor General.	
Mr. Whitmore.	

Another Amendment proposed, in page 1, line 7, after the first word "pistol," to insert the words "made after the passing of this Act"—(Mr. *Lloyd Morgan*).—Question put, That those words be there inserted.—The Committee divided:

Ayes, 8.	Noes, 16.
Mr. Atherley-Jones.	Mr. Beach.
Mr. Alexander Cross.	Commander Bethell.
Sir Charles Dilke.	Mr. Gibson Bowles.
Mr. Greene.	Marquess of Carmarthen.
Mr. Hopwood.	Mr. Donald Crawford.
Sir Samuel Montagu.	Mr. A. de Tatton Egerton.
Mr. Lloyd Morgan.	Mr. Gathorne-Hardy.
Mr. Henry J. Wilson.	Mr. Herbert Gladstone.
	Mr. James William Lowther.
	Mr. Matthews.
	Mr. Mount.
	Mr. Paulton.
	Sir Francis Powell.
	Mr. George Russell.
	Mr. Solicitor General.
	Mr. Whitmore.

Another

Another Amendment proposed, in page 1, line 7, to leave out from the word "the" to the end of the Sub-section, and insert the words "person buying the pistol shall give his full name and address, which shall be entered in a book kept for that purpose by the seller of the pistol"—(Mr. *Lloyd Morgan*).—Question put, That the words "pistol has legibly and permanently marked thereon the name of the maker" stand part of the Clause.—The Committee divided:

Ayes, 14.	Noes, 9.
Mr. Beach.	Mr. Atherley-Jones.
Commander Bethell.	Mr. Alexander Cross.
Mr. Gibson Bowles.	Sir Charles Dilke.
Marquess of Carmarthen.	Mr. Greene.
Mr. Gathorne-Hardy.	Mr. Hopwood.
Mr. Herbert Gladstone.	Sir Samuel Montagu.
Mr. James William Lowther.	Mr. Lloyd Morgan.
Mr. Matthews.	Mr. Bryn Roberts.
Mr. Mount.	Mr. Henry J. Wilson.
Mr. Paulton.	
Sir Francis Powell.	
Mr. George Russell.	
Mr. Solicitor General.	
Mr. Whitmore.	

Another Amendment proposed, in page 1, line 8, after the word "maker," to insert the words "or seller"—(Sir *S. Montagu*).—Question, That those words be there inserted,—put, and *agreed to*.

Another Amendment proposed, in page 1, line 12, to leave out from the words "or produces" to the word "licence," in line 27, and insert the words "unless the buyer is known to the seller, or introduced by someone known to the seller"—(Mr. *Hopwood*).—Question, That the words "or produces" stand part of the Clause,—put, and *agreed to*.

Another Amendment proposed, in page 1, line 16, to leave out the words "an officer"—(Sir *S. Montagu*).—Question put, That the words "an officer" stand part of the Clause.—The Committee divided:

Ayes, 11.	Noes, 8.
Mr. Beach.	Mr. Atherley-Jones.
Commander Bethell.	Mr. Alexander Cross.
Mr. Gibson Bowles.	Mr. Greene.
Marquess of Carmarthen.	Mr. Hopwood.
Mr. Herbert Gladstone.	Sir Samuel Montagu.
Mr. James William Lowther.	Mr. Lloyd Morgan.
Mr. Matthews.	Mr. Bryn Roberts.
Mr. Mount.	Mr. Henry J. Wilson.
Mr. Paulton.	
Sir Francis Powell.	
Mr. George Russell.	

Another Amendment proposed, in page 1, line 17, after the word "military," to leave out the word "volunteer," and to insert the word "yeomanry"—(Mr. *George Russell*).—Question, That the word "volunteer" stand part of the Clause,—put, and *negatived*.

Question, That the word "yeomanry" be there inserted,—put, and *agreed to*.

Another Amendment proposed, in page 1, line 17, after the word "or," to leave out the word "yeomanry," and insert the word "volunteer"—(Mr. *George Russell*).—Question, That the word "yeomanry" stand part of the Clause,—put, and *negatived*.

Question, That the word "volunteer" be there inserted,—put, and *agreed to*.

Another Amendment proposed, in page 1, line 19, after the word "mate," to leave out the words "or engineer"—(Mr. *Cross*).—Question proposed, That the words "or engineer" stand part of the Clause.

Amendment, by leave, *withdrawn*.

Another Amendment proposed, in page 1, line 18, after the word "is," to insert the words "qualified as"—(Mr. *Gibson Bowles*).—Question, That those words be there inserted,—put, and *agreed to*.

Another Amendment proposed, in page 1, line 20, to leave out Sub-section (d), and insert the words,—

(d) A statement signed by him that he is ordered abroad on the public service, and is about to leave the United Kingdom for that purpose within fourteen days from the date of the purchase; or

(e) A statement signed by him and attested by a justice of the peace that he is about to emigrate within fourteen days from the date of the purchase; or

(f) In the case of a foreigner, a statement signed by him and endorsed by a consular officer for the country to which he belongs, to the effect that he is about to leave the United Kingdom within fourteen days from the date of the purchase; or

—(Mr. *George Russell*).—Question put, That the words proposed to be left out stand part of the Clause.—The Committee divided:

Ayes, 5.	Noes, 14.
Mr. Alexander Cross.	Mr. Beach.
Mr. Hopwood.	Commander Bethell.
Mr. Lloyd Morgan.	Mr. Gibson Bowles.
Mr. Bryn Roberts.	Marquess of Carmarthen.
Mr. Henry J. Wilson.	Mr. Gathorne-Hardy.
	Mr. Herbert Gladstone.
	Mr. Greene.
	Mr. James William Lowther.
	Mr. Matthews.
	Sir Samuel Montagu.
	Mr. Paulton.
	Sir Francis Powell.
	Mr. George Russell.
	Mr. Solicitor General.

Question proposed, That the proposed words be there inserted.

Amendment proposed to the proposed Amendment, in line 3, to leave out the words "fourteen days," and insert the words "one calendar month"—(Mr. *Gibson Bowles*).—Question, That the words "fourteen days" stand part of the proposed Amendment,—put, and *negatived*.

Question, That the words "one calendar month" be there inserted,—put, and *agreed to*.

Another Amendment proposed to the proposed Amendment, in line 4, to leave out the words "attested by a justice of the peace"—(Lord *Carmarthen*).—Question, That the words proposed to be left out stand part of the proposed Amendment,—put, and *negatived*.

Another Amendment proposed to the proposed Amendment, in line 5, to leave out the words "fourteen days," and insert the words "one calendar month"—(Mr. *Gibson Bowles*).—Question, That the words "fourteen days" stand part of the proposed Amendment,—put, and *negatived*.

Question, That the words "one calendar month" be there inserted,—put, and *agreed to*.

Another Amendment proposed to the proposed Amendment, in line 7, to leave out from the words "In the case" to the words "purchase: or" inclusive.—Question, That the words proposed to be left out stand part of the proposed Amendment,—put, and *negatived*.

Question, That the Amendment, as amended, be inserted in the Clause,—put, and *agreed to*.

Another Amendment proposed, in page 1, line 24, to leave out the word "other"—(Mr. *George Russell*).—Question proposed, That the word "other" stand part of the Clause.

Amendment, by leave, *withdrawn*.

Another Amendment proposed, in page 1, line 24, to leave out the words "in any other case"—(Mr. *Gibson Bowles*).—Question, That the words "in any other case" stand part of the Clause,—put, and *negatived*.

Another Amendment proposed, in page 1, line 29, to leave out the word "eighteen" and insert the word "fifteen"—(Mr. *Lloyd Morgan*).—Question put, That the word "eighteen" stand part of the Clause.—The Committee divided:

Ayes, 11.	Noes, 8.
Mr. Beach.	Commander Bethell.
Marquess of Carmarthen.	Mr. Gibson Bowles.
Mr. Donald Crawford.	Mr. Greene.
Mr. Gathorne-Hardy.	Mr. Hopwood.
Mr. Herbert Gladstone.	Sir Samuel Montagu.
Mr. Matthews.	Mr. Lloyd Morgan.
Mr. Paul.	Mr. Bryn Roberts.
Mr. Paulton.	Mr. Henry J. Wilson.
Sir Francis Powell.	
Mr. George Russell.	
Mr. Solicitor General.	

Another

Another Amendment proposed, in page 1, line 30, after the word "age," to insert the words, "Provided always, that this Act shall not apply to any person having in force a licence or certificate to kill game granted to him under the laws of excise in that behalf nor to any person carrying a pistol belonging to a person having in force a licence or certificate to kill game, on a licence under the Gun Licence Act, 1870, by order of such licencee or certificated person, and for the use of such licensed or certificated person only; or"—(Mr. *Hopwood*).—Question put, That those words be there inserted.—The Committee divided:

Ayes, 6.	Noes, 13.
Mr. Alexander Cross.	Mr. Beach.
Mr. Hopwood.	Commander Bethell.
Sir Samuel Montagu.	Marquess of Carmarthen.
Mr. Lloyd Morgan.	Mr. Gathorne-Hardy.
Mr. Bryn Roberts.	Mr. Herbert Gladstone.
Mr. Henry J. Wilson.	Mr. Greene.
	Mr. James William Lowther.
	Mr. Matthews.
	Mr. Paul.
	Mr. Paulton.
	Sir Francis Powell.
	Mr. George Russell.
	Mr. Solicitor General.

Another Amendment proposed, in page 1, line 30, after the word "age," to insert the words "to the occupier of any house possessing, using, or buying, or carrying a pistol for the defence of property or person; or"—(Mr. *Hopwood*).—Question put, That those words be there inserted.—The Committee divided:

Ayes, 7.	Noes, 12.
Mr. Alexander Cross.	Mr. Beach.
Mr. Greene.	Commander Bethell.
Mr. Hopwood.	Marquess of Carmarthen.
Sir Samuel Montagu.	Mr. Gathorne-Hardy.
Mr. Lloyd Morgan.	Mr. Herbert Gladstone.
Mr. Bryn Roberts.	Mr. James William Lowther.
Mr. Henry J. Wilson.	Mr. Matthews.
	Mr. Paul.
	Mr, Paulton.
	Sir Francis Powell.
	Mr. George Russell.
	Mr. Solicitor General.

Another Amendment proposed, in page 1, line 30, after the word "age" to insert the words "to the occupier of any land buying, using, or carrying a pistol for the purpose of killing or scaring birds, or killing vermin on such land, or to any person using or carrying a pistol for the purpose of killing and scaring birds, or of killing vermin, on any land by the order of the occupier thereof"—(Mr. *Hopwood*).—Question put, That those words be there inserted.—The Committee divided:

Ayes, 6.	Noes, 13.
Mr. Alexander Cross.	Mr. Beach.
Mr. Hopwood.	Commander Bethell.
Sir Samuel Montagu.	Marquess of Carmarthen.
Mr. Lloyd Morgan.	Mr. Gathorne-Hardy.
Mr. Bryn Roberts.	Mr. Herbert Gladstone.
Mr. Henry J. Wilson.	Mr. Greene.
	Mr. James William Lowther.
	Mr. Matthews.
	Mr. Paul.
	Mr. Paulton.
	Sir Francis Powell.
	Mr. George Russell.
	Mr. Solicitor-General.

Another Amendment proposed, in page 2, line 10, to leave out sub-section 7—(Mr. *Hopwood*).—Question put, That the words proposed to be left out stand part of the Clause.—The Committee divided:

Ayes, 12.	Noes, 7.
Mr. Beach.	Mr. Alexander Cross.
Commander Bethell.	Mr. Greene.
Marquess of Carmarthen.	Mr. Hopwood.
Mr. Gathorne-Hardy.	Sir Samuel Montagu.
Mr. Herbert Gladstone.	Mr. Lloyd Morgan.
Mr. James Lowther.	Mr. Bryn Roberts.
Mr. Matthews.	Mr. Henry J. Wilson.
Mr. Paul.	
Mr. Paulton.	
Sir Francis Powell.	
Mr. George Russell.	
Mr. Solicitor-General.	

Another Amendment proposed, in page 2, line 22, to leave out from the words "or as," to the word "state," line 24 (inclusive)—(Mr. *Lloyd Morgan*).—Question, That the words proposed to be left out stand part of the Clause,—put, and *agreed to*.

[Adjourned till Friday, at Twelve o'clock.

Friday, 15*th March* 1895.

MEMBERS PRESENT:

Sir GEORGE OSBORNE MORGAN in the Chair.

Mr. Ambrose.	Sir Edward Harland.
Commander Bethell.	Mr. Hopwood.
Marquess of Carmarthen.	Mr. James William Lowther.
Mr. Donald Crawford.	Mr. Matthews.
Mr. Alexander Cross.	Mr. Lloyd Morgan.
Sir Charles Dilke.	Mr. Mount.
Mr. Tatton Egerton.	Mr. Paulton.
Mr. John Ellis.	Sir Richard Temple.
Mr. Gathorne-Hardy.	Mr. Whitmore.
Mr. Herbert Gladstone.	Mr. Henry J. Wilson.
Mr. Greene.	

Clause 1 further considered.

Another Amendment proposed, in page 2, line 26, after the word "pistol," to insert the words "with intent to prevent the identification of the pistol"—(Mr. *Lloyd Morgan*).—Question put, That those words be there inserted.—The Committee divided:

Ayes, 6.	Noes, 13.
Mr. Alexander Cross.	Commander Bethell.
Sir Charles Dilke.	Marquess of Carmarthen.
Mr. John Ellis.	Mr. Donald Crawford.
Mr. Hopwood.	Mr. A de Tatton Egerton.
Mr. Lloyd Morgan.	Mr. Gathorne-Hardy.
Mr. Henry J. Wilson.	Mr. Herbert Gladstone.
	Mr. Greene.
	Sir Edward Harland.
	Mr. James William Lowther.
	Mr. Mount.
	Mr. Paulton.
	Sir Richard Temple.
	Mr. Whitmore.

Another Amendment proposed, in page 2, line 27, to leave out the word "ten," and insert the word "five"—(Mr. *Lloyd Morgan*).—Question, That the word "ten" stand part of the Clause,—put, and *negatived*.

Question, That the word "five" be there inserted,—put, and *agreed to*.

Another

Another Amendment proposed, in page 2, line 28, after the word "forfeited," to insert the words "if it be the property of the person offending"—(Mr. *Hopwood*).—Question, That those words be there inserted,—put, and *agreed to*.

Another Amendment proposed, in page 2, line 28, after the words "person offending" at the end of the last Amendment, to insert the words "provided that no person under fifteen years of age shall be liable to be imprisoned under this section"—(Mr. *Hopwood*).—Question put, That those words be there inserted.—The Committee divided:

Ayes, 5.	Noes, 14.
Mr. Alexander Cross.	Commander Bethell.
Sir Charles Dilke.	Marquess of Carmarthen.
Mr. Hopwood.	Mr. Donald Crawford.
Mr. Lloyd Morgan.	Mr. A. de Tatton Egerton.
Mr. Henry J. Wilson.	Mr. John Ellis.
	Mr. Gathorne-Hardy.
	Mr. Herbert Gladstone.
	Mr. Greene.
	Sir Edward Harland.
	Mr. James William Lowther.
	Mr. Mount.
	Mr. Paulton.
	Sir Richard Temple.
	Mr. Whitmore.

Another Amendment proposed, in page 2, line 31, to leave out from the words "but such" to the end of the Clause—(Mr. *Hopwood*).—Question proposed, That the words proposed to be left out stand part of the Clause.

Amendment, by leave, *withdrawn*.

Question put, That the Clause, as amended, stand part of the Bill.—The Committee divided:

Ayes, 13.	Noes, 6.
Mr. Ambrose.	Mr. Alexander Cross.
Commander Bethell.	Mr. John Ellis.
Marquess of Carmarthen.	Mr. Greene.
Mr. A. de Tatton Egerton.	Mr. Hopwood.
Mr. Gathorne-Hardy.	Mr. Lloyd Morgan.
Mr. Herbert Gladstone.	Mr. Henry J. Wilson.
Sir Edward Harland.	
Mr. James William Lowther.	
Mr. Matthews.	
Mr. Mount.	
Mr. Paulton.	
Sir Richard Temple.	
Mr. Whitmore.	

[Adjourned till Tuesday next, at Twelve o'clock.

Tuesday, 19*th March* 1895.

MEMBERS PRESENT:

Sir GEORGE OSBORNE MORGAN in the Chair.

Mr. Ambrose.	Mr. Matthews.
Mr. Beach.	Mr. Lloyd Morgan.
Commander Bethell.	Mr. Edward Morton.
Marquess of Carmarthen.	Mr. Mount.
Mr. Alexander Cross.	Mr. Paulton.
Sir Charles Dilke.	Sir Charles Pearson.
Mr. A. de Tatton Egerton.	Mr. Joseph Pease.
Mr. Herbert Gladstone.	Mr. Bryn Roberts.
Mr. Greene.	Mr. George Russell.
Sir Edward Harland.	Mr. Solicitor General.
Mr. Hopwood.	Mr. Whitmore.
Mr. James William Lowther.	Mr. Henry J. Wilson.

Clause 2.—Amendment proposed, in page 2, line 34, to leave out the word "may" and insert the word "shall"—(Mr. *Lloyd Morgan*).—Question put, That the word "may" stand part of the Clause.—The Committee divided:

Ayes, 16.	Noes, 4.
Mr. Ambrose.	Mr. Alexander Cross.
Mr. Beach.	Mr. Greene.
Commander Bethell.	Mr. Hopwood.
Marquess of Carmarthen.	Mr. Lloyd Morgan
Mr. A. de Tatton Egerton.	
Mr. Herbert Gladstone.	
Sir Edward Harland.	
Mr. James William Lowther.	
Mr. Matthews.	
Mr. Mount.	
Mr. Paulton.	
Sir Charles Pearson.	
Mr. Joseph Pease.	
Mr. George Russell.	
Mr. Solicitor General.	
Mr. Whitmore.	

Another Amendment proposed, in page 2, line 35, after the word "pawnbroker," to insert the words "or dealer in hardware"—(Mr. *Hopwood*).—Question proposed, That the words, "or dealer in hardware," be there inserted.

Amendment, by leave, *withdrawn*.

Another Amendment proposed, in page 2, line 42, after the word "expire," to insert the words "on the thirty-first day of December in the year in which it is granted"—(Mr. *Greene*).—Question proposed, That those words be there inserted.

Amendment, by leave, *withdrawn*.

Another Amendment proposed, in page 3, line 1, after the word "exceeding," to leave out the words "one pound," and insert the words "two shillings and sixpence"—(Mr. *Hopwood*).—Question, That the words "one pound" stand part of the Clause,—put, and *negatived*.

Question put, That the words "two shillings and sixpence" be there inserted.—The Committee divided:

Ayes, 8.	Noes, 15.
Mr. Ambrose.	Mr. Beach.
Mr. A. de Tatton Egerton.	Commander Bethell.
Mr. Greene.	Marquess of Carmarthen.
Mr. Hopwood.	Mr. Donald Crawford.
Mr. Lloyd Morgan.	Mr. Alexander Cross.
Mr. Mount.	Mr. Herbert Gladstone.
Mr. Bryn Roberts.	Sir Edward Harland.
Mr. Henry J. Wilson.	Mr. James William Lowther.
	Mr. Matthews.
	Mr. Paulton.
	Sir Charles Pearson.
	Mr. Joseph Pease.
	Mr. George Russell.
	Mr. Solicitor General.
	Mr. Whitmore.

Another Amendment proposed, after the word "exceeding," to insert the words "ten shillings"—(Marquess of *Carmarthen*).—Question, That the words "ten shillings" be there inserted,—put, and *agreed to*.

Clause, as amended, *agreed to*.

Clause 3.—

Clause 3.—Amendment proposed, in page 3, line 4, to leave out the word "eighteen," and insert the word "fifteen"—(Mr. *Lloyd Morgan*).—Question put, That the word "eighteen" stand part of the Clause.—The Committee divided:

Ayes, 15.	Noes, 8.
Mr. Ambrose.	Commander Bethell.
Mr. Beach.	Mr. Donald Crawford.
Marquess of Carmarthen.	Mr. Alexander Cross.
Mr. A. de Tatton Egerton.	Mr. Greene.
Mr. Herbert Gladstone.	Mr. Hopwood.
Sir Edward Harland.	Mr. Lloyd Morgan.
Mr. James William Lowther.	Mr. Bryn Roberts.
Mr. Matthews.	Mr. Henry J. Wilson.
Mr. Mount.	
Mr. Paulton.	
Sir Charles Pearson.	
Mr. Joseph Pease.	
Mr. George Russell.	
Mr. Solicitor General.	
Mr. Whitmore.	

Another Amendment proposed, in page 3, line 5, to leave out the word "possess"—(Mr. *Hopwood*).—Question, That the word "possess" stand part of the Clause,—put, and *negatived.*

Another Amendment proposed, in page 3, line 5, after the word "carry," to insert the word "about"—(Mr. *Greene*).—Question proposed, That the word "about" be there inserted.

Amendment, by leave, *withdrawn.*

Another Amendment proposed, in page 3, line 5, after the word "pistol," to insert the words "except in a house, or the curtilage thereof, or for the defence of person or property"—(Mr. *Hopwood*).—Question, That those words be there inserted,—put, and *negatived.*

Another Amendment proposed, in page 3, line 5, after the word "pistol," to insert the words "unless he possesses a license signed by a justice of the peace authorising him so to do"—(Mr. *Greene*).—Question, That those words be there inserted,—put, and *agreed to.*

Another Amendment proposed, in page 3, line 5, at the end of the last Amendment, to insert the words "or unless he be in the employment of any person making or manufacturing pistols, or having authority to sell or carry pistols under this Act, and is carrying the pistols or pistol in the performance of his duty"—(Mr. *Hopwood*).—Question, That those words be there inserted,—put, and *agreed to.*

Another Amendment proposed, in page 3, line 5, at the end of the last Amendment, to insert the words "or unless he is in the naval, military, yeomanry, or volunteer service of Her Majesty, and is carrying the pistol in the performance of his duty or when engaged in target practice"—(Mr. *George Russell*).—Question, That those words be there inserted,—put, and *agreed to.*

Another Amendment made.

Another Amendment proposed, in page 3, line 8, to leave out from the word "for" to the word "offence," in line 9, inclusive—(Mr. *Hopwood*).—Question proposed, That the words proposed to be left out stand part of the Clause.

Amendment, by leave, *withdrawn.*

Another Amendment proposed, in page 3, line 9, to leave out the word "five" and insert the word "one"—(Mr. *Lloyd Morgan*).—Question put, That the word "five" stand part of the Clause.—The Committee divided:

Ayes, 17.	Noes, 5.
Mr. Ambrose.	Mr. Alexander Cross.
Mr. Beach.	Mr. Hopwood.
Commander Bethell.	Mr. Lloyd Morgan.
Marquess of Carmarthen.	Mr. Bryn Roberts.
Mr. Donald Crawford.	Mr. Henry J. Wilson.
Mr. A. de Tatton Egerton.	
Mr. Herbert Gladstone.	
Mr. Greene.	
Sir Edward Harland.	
Mr. James William Lowther.	
Mr. Matthews.	
Mr. Mount.	
Mr. Paulton.	
Sir Charles Pearson.	
Mr. Joseph Pease.	
Mr. George Russell.	
Mr. Solicitor General.	

Another Amendment proposed, in page 3, line 10, after the word "forfeited," to insert the words "if it be the property of the offender"—(Mr. *Hopwood*).—Question put, That those words be there inserted.—The Committee divided:

Ayes, 5.	Noes, 17.
Mr. Greene.	Mr. Ambrose.
Mr. Hopwood.	Mr. Beach.
Mr. Lloyd Morgan.	Commander Bethell.
Mr. Bryn Roberts.	Marquess of Carmarthen.
Mr. Henry J. Wilson.	Mr. Donald Crawford.
	Mr. Alexander Cross.
	Mr. A. de Tatton Egerton.
	Mr. Herbert Gladstone.
	Sir Edward Harland.
	Mr. James William Lowther.
	Mr. Matthews.
	Mr. Mount.
	Mr. Paulton.
	Sir Charles Pearson.
	Mr. Joseph Pease.
	Mr. George Russell.
	Mr. Solicitor General.

Clause, as amended, *agreed to.*

Clause 4.—Amendment proposed, in page 3, line 11, to leave out from the words "A person" to the end of the sub-section—(Mr. *Hopwood*).—Question put, That the words "a person" stand part of the Clause.—The Committee divided:

Ayes, 14.	Noes, 10.
Mr. Beach.	Mr. Ambrose.
Marquess of Carmarthen.	Commander Bethell.
Mr. Donald Crawford.	Mr. Alexander Cross.
Mr. A. de Tatton Egerton.	Sir Charles Dilke.
Mr. Herbert Gladstone.	Mr. Hopwood.
Mr. Greene.	Mr. Matthews.
Sir Edward Harland.	Mr. Lloyd Morgan.
Mr. James William Lowther.	Mr. Edward Morton.
Mr. Mount.	Mr. Bryn Roberts.
Mr. Paulton.	Mr. Henry J. Wilson.
Sir Charles Pearson.	
Mr. Joseph Pease.	
Mr. George Russell.	
Mr. Solicitor General.	

Another Amendment proposed, in page 3, line 12, after the word "place," to insert the words "in an urban district"—(Mr. *Bryn Roberts*).—Question put, That those words be there inserted.—The Committee divided:

Ayes, 10.	Noes, 13
Mr. Ambrose.	Mr. Beach.
Commander Bethell.	Marquess of Carmarthen.
Mr. Alexander Cross.	Mr. A. de Tatton Egerton.
Sir Charles Dilke.	Mr. Herbert Gladstone.
Mr. Hopwood.	Mr. Greene.
Mr. Matthews.	Sir Edward Harland.
Mr. Lloyd Morgan.	Mr. James William Lowther.
Mr. Edward Morton.	Mr. Mount.
Mr. Bryn Roberts.	Mr. Paulton.
Mr. Henry J. Wilson.	Sir Charles Pearson.
	Mr. Joseph Pease.
	Mr. George Russell.
	Mr. Solicitor General.

Another Amendment proposed, in page 3, line 12, after the words "or not," to insert the words "except for defence of person or property"—(Mr. *Hopwood*).—Question, That those words be there inserted,—put, and *negatived.*

Another Amendment proposed, in page 3, line 13, to leave out the words "chief officer of police" and insert the words "justice of the peace"—(Mr. *Hopwood*).—Question, That the words "chief officer of police" stand part of the Clause,—put, and *negatived.*

Question, That the words "justice of the peace" be there inserted,—put, and *agreed to.*

Another Amendment proposed, in page 3, line 13, at the end of the last Amendment, to insert the words "within his petty sessional district"—(Mr. *Pease*).—Question proposed, That those words be there inserted.

Amendment, by leave, *withdrawn.*

Another

Another Amendment made.

Another Amendment proposed, in page 3, line 18, after the word "force," to insert the words "or special constable or watchman employed by night in the protection of works or valuable property"—(Mr. *Hopwood*).—Question, That those words be there inserted,—put, and *agreed to.*

Another Amendment proposed, in page 3, line 23, to leave out the word "ten" and insert the word "five"—(Mr. *Lloyd Morgan*).—Question, That the word "ten" stand part of the Clause,—put, and *negatived.*

Question, That the word "five" be there inserted,—put, and *agreed to.*

Another Amendment proposed, in page 3, line 23, to leave out from the word "or" to the word "month," in line 24 inclusive—(Mr. *Lloyd Morgan*).—Question, That the words proposed to be left out stand part of the Clause,—put, and *negatived.*

Another Amendment made.

Question put, That the Clause, as amended, stand part of the Bill.—The Committee divided:

Ayes, 13.	Noes, 8.
Mr. Beach.	Mr. Ambrose.
Marquess of Carmarthen.	Commander Bethell.
Mr. A. de Tatton Egerton.	Sir Charles Dilke.
Mr. Herbert Gladstone.	Mr. Hopwood.
Mr. Greene.	Mr. Matthews.
Sir Edward Harland.	Mr. Lloyd Morgan.
Mr. James William Lowther.	Mr. Edward Morton.
Mr. Mount.	Mr. Henry J. Wilson.
Mr. Paulton.	
Sir Charles Pearson.	
Mr. Joseph Pease.	
Mr. George Russell.	
Mr. Solicitor-General.	

Clauses 5—7 *disagreed to.*

Clause 8.—Amendment proposed, in page 4, line 21, after the word "any," to leave out the word "antique"—(Mr. *George Russell*).—Question, That the word "antique," stand part of the Clause,—put, and *negatived.*

Another Amendment made.

Another Amendment proposed, in page 4, line 22, after the word "ornament," to leave out the words "or of any toy pistol."—Question, That the words "or of any toy pistol," stand part of the Clause,—put, and *agreed to.*

Clause, as amended, *agreed to.*

Clause 9, *disagreed to.*

Clause 10, *agreed to.*

Clause 11.—Amendment proposed, in page 5, line 12, after the word "and," to leave out from the word "borough" to the end of the Clause, and add the words "council of a city or borough, the town council or police commissioners"—Mr. *George Russell*).—Question, That the words proposed to be left out stand part of the Clause,—put, and *negatived.*

Question, That those words be there added,—put, and *agreed to.*

Clause, as amended, *agreed to.*

Clause 12, *agreed to.*

Clause 13.—Amendment proposed, in page 5, line 28, after the word "length," to insert the words "from which any shot, bullet or other missile can be discharged"—(Mr. *George Russell*).—Question, That those words be there inserted,—put, and *agreed to.*

Another Amendment proposed, in page 5, line 28, to leave out from the words "And a," to the end of the clause.—Question, That the words proposed to be left out stand part of the Clause,—put, and *negatived.*

Clause, as amended, *agreed to.*

Clauses 14—15, *agreed to.*

New Clause brought up, and read the first time, as follows:—"In any proceeding against any person in respect of any offence, or in respect of any fine or forfeiture under this Act, such person shall be competent but not compellable to give evidence, and the wife or husband of such person may be required to attend to give evidence as an ordinary witness in the case, and shall be competent but not compellable to give evidence."—(Mr. *Greene*). Clause read a second time, and added to the Bill.

Ordered, To Report the Bill, as amended, to the House.

REPORT

FROM THE

STANDING COMMITTEE

ON

LAW, AND COURTS OF JUSTICE, AND LEGAL PROCEDURE,

ON THE

PISTOLS BILL;

WITH THE

PROCEEDINGS OF THE COMMITTEE.

Ordered, by The House of Commons, *to be Printed,*
19 *March* 1895.

[*Price* 2 *d.*]

165. *Under* 2 *oz.*

SPECIAL

REPORT

FROM THE

SELECT COMMITTEE

ON

POLICE AND SANITARY REGULATIONS BILLS;

WITH THE

PROCEEDINGS OF THE COMMITTEE.

Ordered, by The House of Commons, *to be Printed,*
5 *July* 1895.

LONDON:
PRINTED FOR HER MAJESTY'S STATIONERY OFFICE,
BY EYRE AND SPOTTISWOODE,
PRINTERS TO THE QUEEN'S MOST EXCELLENT MAJESTY.

And to be purchased, either directly or through any Bookseller, from
EYRE AND SPOTTISWOODE, East Harding Street, Fleet Street, E.C.,
and 32, Abingdon Street, Westminster, S.W.; or
JOHN MENZIES & Co., 12, Hanover Street, Edinburgh, and
90, West Nile Street, Glasgow; or
HODGES, FIGGIS, & Co., Limited, 104, Grafton Street, Dublin.

386.

POLICE AND SANITARY REGULATIONS BILLS.

Ordered,—[*Tuesday*, 12*th March* 1895]:—THAT the Committee of Selection do appoint a Committee, not exceeding Nine Members, to whom shall be committed all Private Bills promoted by Municipal and other Local Authorities, by which it is proposed to create powers relating to Police and Sanitary Regulations which deviate from, or are in extension of, or are repugnant to, the General Law.

THAT the Committee have power to send for Persons, Papers, and Records.

THAT Three be the Quorum of the Committee.

Committee nominated—[*Tuesday*, 12*th March* 1895]—of,—

Marquess of Carmarthen.
Mr. Diamond.
Mr. Kenrick.
Mr. Walter Long.
Mr. Mallock.
Sir Thomas Roe.
Mr. Alfred Thomas.
Mr. Wason.
Mr. Henry J. Wilson.

REPORT - - - - - - - - - - - - - - - p. iii

PROCEEDINGS OF THE COMMITTEE - - - - - - - - p. v

SPECIAL REPORT.

THE SELECT COMMITTEE to whom were referred all Private Bills promoted by Municipal and other Local Authorities, by which it is proposed to create Powers relating to POLICE and SANITARY REGULATIONS which deviate from, or are in extension of, or are repugnant to the General Law:—— HAVE agreed to the following SPECIAL REPORT:—

1. YOUR Committee having concluded their labours for the Session of 1895, desire to make the following Report upon the work they have done, and as to the considerations which have governed their decisions.

2. The following Bills were referred to your Committee: Brighouse Corporation, Clonmel Corporation, Croydon Corporation, Glasgow Corporation and Police, Southend-on-Sea Corporation, and South Shields Corporation.

3. Your Committee have never granted powers which are in excess of, or which contravene, the general law, except in cases where strong local evidence has been produced, and where, by such evidence, proof has been given that difficulties were experienced in the locality with which the existing law has been found unable to cope; or where it has appeared to them desirable, in the interests either of public health or of public convenience or security, that some powers should be granted to the locality other than those conferred upon them by the general law.

4. With reference to the periods for repayment of loans, your Committee have most carefully differentiated between work of a permanent and that of a temporary character, and they have endeavoured to put into practice the principle that the term for repayment shall be based upon the estimated life of the work in question, so that unfair burdens should not be thrown upon a future generation.

5. Your Committee have received most valuable assistance from Mr. Boyce, representing the Local Government Board. His departmental knowledge, experience of local legislation, and familiarity with the work of the Police and Sanitary Regulations Committee, make his presence essential to the due and satisfactory discharge of their duties. Your Committee also take this opportunity of acknowledging their obligations to Mr. Troup, who has ably represented the Home Office.

6. Your Committee desire to call the attention of those who are concerned in preparing and promoting Bills to the fact that it is desirable to adhere as closely as may be possible to the most recent precedents which Parliament has established. Much trouble and unnecessary expense would thereby be saved.

7. Your Committee suggest, for the consideration of the House, whether the time has not arrived for the inclusion in a Public Bill of many of the clauses which are so frequently introduced into Private Bills, and which have almost invariably been accepted by Parliament. It appears to your Committee that much trouble and expense might be saved if the necessity for application to Parliament for such powers by individual authorities were rendered unnecessary.

5 *July* 1895.

PROCEEDINGS OF THE COMMITTEE.

Thursday, 21*st March* 1895.

MEMBERS PRESENT:

Marquess of Carmarthen.	Sir Thomas Roe.
Mr. Diamond.	Mr. Alfred Thomas.
Mr. Kenrick.	Mr. Wason.
Mr. Long.	Mr. H. J. Wilson.

Mr. WALTER LONG was called to the Chair.

The Committee deliberated.

[Adjourned till Tuesday, 30th April, at Twelve o'clock.

Tuesday, 30*th April* 1895.

MEMBERS PRESENT:

Mr. WALTER LONG in the Chair.

Mr. H. J. Wilson.	Mr. Wason.
Mr. Diamond.	Marquess of Carmarthen.
Sir Thomas Roe.	

BRIGHOUSE CORPORATION BILL.

Preamble read the first time.

Counsel:—Mr. *Pembroke Stephens*, Q.C., and Mr. *Fleetwood Pritchard.*

Agents:—Messrs. *Dyson.*

Petitions against the Bill read:

1. National Telephone Company.
   Counsel:—Mr. *Pember*, Q.C.
   Agents:—Messrs. *Martin & Leslie.*

2. William Capel Clarke Thornhill.
   Counsel:—Mr. *G. M. Freeman.*
   Agents:—Messrs. *Dyson.*

3. West Riding County Council.
   Counsel:—Mr. *F. Dent.*
   Agents:—Messrs. *Dyson.*

Reports from the Local Government Board and Home Office were considered.

Mr. *Boyce* appeared in support of the Local Government Board Report.

Mr. *Pembroke Stephens*, Q.C., was heard in support of the Preamble of the Bill.

Preamble *postponed.*

Clauses 1—166, *postponed.*

Clause 166, "Appointment of Public Analyst."

Mr. *William Pilling* sworn, and examined.

Room cleared.—The Committee deliberated.

Question, That Clause 166 stand part of the Bill,—put, and *negatived.*

Parties called in, and informed thereof.

Postponed Clause 83, "No temporary erection to be set up without license."

Mr. *James Parkinson* sworn, and examined.

Room cleared.—The Committee deliberated.

Question, That Clause 83 stand part of the Bill,—put, and *negatived.*

Question put, That Section 23 of the West Ham Corporation Act, 1893, be inserted in place thereof.—The Committee divided:

Ayes, 2.	Noes, 2.
Mr. Diamond.	Marquess of Carmarthen.
Sir Thomas Roe.	Mr. H. J. Wilson.

Whereupon the *Chairman* declared himself with the *Noes.*

Parties called in, and informed thereof.

Postponed Clause 64.

Mr. *James Parkinson* further examined.

Clause amended, and *agreed to.*

Postponed Clause 69, amended, and *agreed to.*

[Adjourned till To-morrow, at Half-past Twelve o'clock.

Wednesday, 1st May 1895.

MEMBERS PRESENT:

Mr. WALTER LONG in the Chair.

Mr. Diamond.	Mr. Wason.
Sir Thomas Roe.	Mr. H. J. Wilson.

BRIGHOUSE CORPORATION BILL—*continued.*

Postponed Clause 74, "As to urgent repairs to private streets."

Mr. *James Parkinson* further examined.

Mr. *John W. Miller* sworn, and examined.

Room cleared.—The Committee deliberated.

Question put, That Clause 74 stand part of the Bill.—The Committee divided:

Ayes, 2.	Noes, 2.
Sir Thomas Roe.	Mr. Wason.
Mr. Diamond.	Mr. H. J. Wilson.

Whereupon the *Chairman* declared himself with the *Noes.*

Parties called in, and informed thereof.

Postponed Clause 77, "For preventing soil and sand from being washed into streets."

Mr. *Emerson Brooke* sworn, and examined.

Clause further *postponed.*

Postponed Clause 104, "Dust from Factories."

Dr. *Meredith Young* sworn, and examined.

Mr. *William Smith* sworn, and examined.

Clause further *postponed.*

Postponed Clause 105, *considered.*

[Adjourned till To-morrow, at Half-past Twelve o'clock.

Thursday, 2nd May 1895.

MEMBERS PRESENT:

Mr. WALTER LONG in the Chair.

Sir Thomas Roe.	Mr. H. J. Wilson.
Mr. Wason.	

BRIGHOUSE CORPORATION BILL—*continued.*

Postponed Clause 77—*continued.*—Mr. *George Henry Crowther* sworn, and examined.

Clause further *postponed.*

Postponed Clauses 104—105, amended, and *agreed to.*

Postponed Clause 6.—Mr. *William Smith* further examined.

Mr. *Joseph Hepworth* sworn, and examined.

Mr. *James Parkinson* further examined.

Clause amended, and *agreed to.*

Postponed Clauses 7—8, amended, and *agreed to.*

Postponed Clauses 9—10, *agreed to.*

Postponed Clause 11, amended, and *agreed to.*

Postponed Clauses 12—14, *agreed to.*

Postponed Clause 15, amended, and *agreed to.*

Postponed Clauses 16—18, *agreed to.*

Postponed Clause 19, *disagreed to.*

Postponed Clauses 20—21, *agreed to.*

Postponed Clause 22, amended, and *agreed to.*

Postponed Clause 23, *agreed to.*

Postponed Clause 24, amended, and *agreed to.*

Postponed Clauses 25—30, *agreed to.*

Postponed Clause 31, amended, and *agreed to.*

[Adjourned till To-morrow, at Twelve o'clock.

Friday, 3rd May 1895.

MEMBERS PRESENT:

Mr. WALTER LONG in the Chair.

Marquess of Carmarthen.	Mr. Wason.
Mr. Diamond.	Mr. H. J. Wilson.

BRIGHOUSE CORPORATION BILL—*continued.*

Postponed Clauses 32—34, amended, and *agreed to.*

Postponed Clauses 35—36, *agreed to.*

Postponed Clause 37.—Mr. *James Parkinson* further examined.

Mr. *Joseph Hepworth* further examined.

Clause *agreed to.*

Postponed Clauses 38—39, *agreed to.*

Postponed Clauses 40—41, *disagreed to.*

Postponed Clause 42.—Mr. *Alexander Oldfield Stocks* sworn, and examined.

Clause *agreed to.*

Postponed Clause 43—"Supply to houses partly used for trade, &c."—Mr. *James Parkinson* further examined.

Clause *disagreed to.*

Postponed Clauses 44—46, amended, and *agreed to.*

Postponed Clauses 47—48, *agreed to.*

Postponed Clause 49, amended, and *agreed to.*

Postponed Clause 50, *agreed to.*

Postponed Clause 51, *disagreed to.*

Postponed Clauses 52—53, *agreed to.*

Postponed Clause 54, amended, and *agreed to.*

Postponed Clauses 55 to 58, *disagreed to.*

Postponed Clause 59, amended, and *agreed to.*

Postponed Clause 60.—Mr. *James Parkinson* further examined.

Clause amended, and *agreed to.*

Postponed Clauses 61—63, *agreed to.*

Postponed Clause 65—"As to line of buildings."—Mr. *James Parkinson* further examined.

Clause *disagreed to.*

Postponed Clause 66, *agreed to.*

Postponed Clauses 67—68, *disagreed to.*

Postponed Clauses 70—71, amended, and *agreed to.*

Postponed Clauses 72—73, *agreed to.*

Postponed Clause 75, amended, and *agreed to.*

Postponed Clause 76, *agreed to.*

Postponed Clause 77, amended, and *agreed to.*

Postponed Clause 78, *agreed to.*

Postponed Clause 79, amended, and *agreed to.*

Postponed Clauses 80—82, *agreed to.*

Postponed Clauses 84—85, *agreed to.*

Postponed Clause 86, *disagreed to.*

Postponed Clause 87.—Mr. *Emerson Brooke* further examined.

Clause, *agreed to.*

Postponed Clauses 88—89, *agreed to.*

Postponed Clause 90—"Summary power to provide sinks and drains for buildings."—Mr. *Emerson Brooke* further examined.

Dr. *Meredith Young* further examined.

Clause *disagreed to.*

Postponed Clause 91, *disagreed to.*

Postponed Clause 92, *agreed to.*

Postponed Clauses 93—96, *agreed to.*

[Adjourned till Tuesday next, at Twelve o'clock.

Tuesday, 7th May 1895.

MEMBERS PRESENT:

Mr. WALTER LONG, in the Chair.

Mr. Mallock.	Mr. H. J. Wilson.
Mr. Alfred Thomas.	Mr. Diamond.
Mr. Wason.	Sir Thomas Roe.

BRIGHOUSE CORPORATION BILL—*continued.*

Postponed Clauses 97—98, amended, and *agreed to.*

Postponed Clauses 99—100, *agreed to.*

Postponed Clause 101.—Dr. *Meredith Young*, further examined.

Clause amended, and *agreed to.*

Postponed Clauses 102—103, *disagreed to.*

Postponed Clause 106.—" Regulation Pails and Tubs for Privies," &c.

Mr. *William Pilling*, further examined.

Clause amended, and *agreed to.*

Postponed Clause 107, *agreed to.*

Postponed Clause 108, amended, and *agreed to.*

Postponed Clause 109, *agreed to.*

Postponed Clauses 110—114.—Dr. *Meredith Young*, further examined.

Clauses amended, and *agreed to.*

Postponed Clauses 115—119, *agreed to.*

Postponed Clause 120, amended, and *agreed to.*

Postponed Clauses 121—122, amended, and *agreed to.*

Postponed Clause 123, *disagreed to.*

Postponed Clause 124, amended, and *agreed to.*

Postponed Clause 125, *agreed to.*

Postponed Clause 126, amended, and *agreed to.*

Postponed Clause 127, *disagreed to.*

Postponed Clause 128, amended, and *agreed to.*

Postponed Clause 129, *agreed to.*

Postponed Clause 130, amended, and *agreed to.*

Postponed Clauses 131—132, *agreed to.*

Postponed Clause 133, *disagreed to.*

Postponed Clauses 134—138, *agreed to.*

Postponed Clause 139, *disagreed to.*

Postponed Clause 140.—" Prohibiting Fairs."

Dr. *William Carter*, sworn, and examined.

Mr. *Samuel Hirst*, sworn, and examined.

Clause, *disagreed to.*

Postponed Clause 141, *agreed to.*

[Adjourned till To-morrow, at One o'clock.

Wednesday, 8th May 1895.

MEMBERS PRESENT:

Mr. WALTER LONG, in the Chair.

Marquess of Carmarthen.	Sir Thomas Roe.
Mr. Diamond.	Mr. Alfred Thomas.
Mr. Mallock.	Mr. Wason.

BRIGHOUSE CORPORATION BILL—*continued.*

Postponed Clause 142.—Mr. *Joseph Hepworth*, further examined.

Clause amended, and *agreed to.*

Postponed Clauses 143—145, *agreed to.*

Postponed Clauses 146—147, amended, and *agreed to.*

Postponed Clauses 148—150, *agreed to.*

Postponed Clause 151, amended, and *agreed to.*

Postponed Clauses 152—153, *agreed to.*

Postponed Clauses 154—158, amended, and *agreed to.*

Postponed Clause 159, *disagreed to.*

Postponed Clauses 160—165, *agreed to.*

Clause 167, *disagreed to.*

Clause 168, amended, and *agreed to.*

Clause 169, *agreed to.*

Clause 170, amended, and *agreed to.*

Clauses 171—172, *agreed to.*

Clause 173, *agreed to.*

Clause 174.—Mr. *William Smith*, further examined.

Clause, *agreed to.*

Clauses 175—181, *agreed to.*

Clause 182, amended, and *agreed to.*

Clauses 183—184, *agreed to.*

Clause 185, amended, and *agreed to.*

Clause 186, *agreed to.*

Schedules 1—2, *agreed to.*

Schedules 3—4, amended, and *agreed to.*

Postponed Clause 1, *agreed to.*

Postponed Clause 2, amended, and *agreed to.*

Postponed Clause 3, *agreed to.*

Postponed Clauses 4—5, amended, and *agreed to.*

Preamble read a second time.

Question, That the Preamble, as amended, is proved,—put, and *agreed to.*

Report to be considered To-morrow.

Adjourned till To-morrow, at One o'clock.

Thursday, 9th May 1895.

MEMBERS PRESENT :

Mr. WALTER LONG, in the Chair.

Mr. Kenrick.	Mr. Alfred Thomas.
Mr. Mallock.	Mr. Wason.
Sir Thomas Roe.	Mr. H. J. Wilson.

SOUTHEND-ON-SEA CORPORATION BILL.

Counsel :—Mr. *Gerald FitzGerald.*

Agents :—Mr. *J. C. Ball.*

Unopposed.

Preamble read the first time.

Reports from the Local Government Board and Home Office were considered.

Mr. *Boyce* appeared in support of the Report of the Local Government Board.

Mr. *FitzGerald* was heard in support of the Preamble of the Bill.

Mr. *William Gregson*, sworn and examined.

Mr. *James Kelly*, sworn and examined.

Mr. *John Brunlees*, sworn and examined.

Mr. *James Ingram*, sworn and examined.

Preamble postponed.

Clauses 1—6, *postponed.*

Clause 7, *agreed to.*

Clause 8, *disagreed to.*

Clauses 9—11, *agreed to.*

Clause 12, *disagreed to.*

Clause 13, amended, and *agreed to.*

Clause 14, *agreed to.*

Clauses 15—16, amended, and *agreed to.*

Clauses 17—18, *agreed to.*

Clause 19.—Mr. *John Henry Burrows*, sworn and examined. Clause amended, and *agreed to.*

Clause 20, *agreed to.*

Clause 21, *postponed.*

Clause 22.—Mr. *John Henry Burrows*, further examined. Clause *postponed.*

Clause 23, *agreed to.*

Clause 24, "Control of building materials and workmanship."

Mr. *John Henry Burrows*, further examined. Clause *postponed.*

Clause 25, *agreed to.*

Clause 26, *disagreed to.*

Clause 27, "No temporary erection to be set up without license."

Mr. *John Henry Burrows*, further examined. Clause *postponed.*

Clause 28.—Mr. *John Henry Burrows*, further examined. Clause *postponed.*

Clause 29, amended, and *agreed to.*

Clauses 30—31, *disagreed to.*

BRIGHOUSE CORPORATION BILL—*continued.*

Report read, and *agreed to.*

Ordered, To Report.

[Committee adjourned till To-morrow, at Twelve o'clock.

Friday, 10*th May* 1895.

MEMBERS PRESENT:

Mr. WALTER LONG, in the Chair.

Marquess of Carmarthen.	Mr. Alfred Thomas.
Mr. Diamond.	Sir Thomas Roe.
Mr. Kenrick.	Mr. Wason.
Mr. Mallock.	Mr. H. J. Wilson.

Room cleared.—Committee deliberated.

SOUTHEND-ON-SEA CORPORATION BILL—*continued.*

Clauses 32—33.—Mr. *John Henry Burrows* and Mr. *William Gregson*, further examined.—Clauses postponed.

Clause 34, amended, and *agreed to.*

Clause 35, *disagreed to.*

Clause 36, *agreed to.*

Clauses 37—39, amended, and *agreed to.*

Clause 40.—"Extension of Section 132 of Public Health Act, 1875"—Mr. *William Gregson*, further examined.—Clause *disagreed to.*

Room cleared.—Committee deliberated.

Postponed Clause 21, amended, and *agreed to.*

Postponed Clause 22, *disagreed to.*

Question put, That Section 33 of the Bournemouth Corporation Act, 1892, be added to the Bill.—The Committee divided.

Ayes, 4.	Noes, 3.
Sir Thomas Roe.	Marquess of Carmarthen.
Mr. Alfred Thomas.	Mr. Kenrick.
Mr. Diamond.	Mr. H. J. Wilson.
Mr. Wason.	

Postponed Clauses 24, 27 and 28, *disagreed to.*

Question put, That Section 18 of the Manchester Corporation Act, 1891, be added to the Bill.—The Committee divided:

Ayes, 3.	Noes, 4.
Sir Thomas Roe.	Marquess of Carmarthen.
Mr. Diamond.	Mr Kenrick.
Mr. Wason.	Mr. Alfred Thomas.
	Mr. H. J. Wilson.

Postponed Clauses 32—33, *disagreed to.*

Clauses 41—54, *disagreed to.*

Parties called in, and informed thereof.

Clause 55.—"Bye-laws as to user of beach and foreshore"—Mr. *William Gregson* further examined.

Clause *postponed.*

Clause 56, amended, and *agreed to.*

Clauses 57—59, *agreed to.*

Clause 60, *disagreed to.*

Clause 61, *agreed to.*

Clause 62, amended, and *agreed to.*

Clause 63, *agreed to.*

Clauses 64—66, *disagreed to.*

Clause

Clause 67, *agreed to.*

Clause 68, *disagreed to.*

Clauses 69—73, *agreed to.*

Clause 74, amended, and *agreed to.*

Clauses 75, 76, *disagreed to.*

Clause 77, *agreed to.*

Clauses 78, 79, amended, and *agreed to.*

Clauses 80—82, *agreed to.*

Clause 83, amended, and *agreed to.*

Clauses 84—86, *agreed to.*

Clause 87, amended, and *agreed to.*

Clauses 88, 89, *agreed to.*

Clause 90, amended, and *agreed to.*

Clauses 91, 92, *agreed to.*

Clauses 93—96, amended, and *agreed to.*

Clauses 97—101, *agreed to.*

Clause 102, *disagreed to.*

Clause 103, *agreed to.*

Clause 104, amended, and *agreed to.*

Clauses 105—109, *agreed to.*

Postponed Clause 1, *agreed to.*

Postponed Clause 2, amended, and *agreed to.*

Postponed Clause 3, *agreed to.*

Postponed Clauses 4, 5, amended, and *agreed to.*

Postponed Clause 6, *agreed to.*

Preamble read a second time.

Question, That Preamble is proved,—put, and *agreed to.*

Report to be considered on Thursday next.

[Adjourned till Tuesday next, at Twelve o'clock.

Tuesday, 14*th May* 1895.

MEMBERS PRESENT:

Mr. WALTER LONG in the Chair.

Marquess of Carmarthen.	Sir Thomas Roe.
Mr. Diamond.	Mr. Wason.
Mr. Kenrick.	Mr. H. J. Wilson.
Mr. Mallock.	

GLASGOW CORPORATION AND POLICE BILL.

Counsel: Mr. *Pope*, Q.C., Mr. *Pember*, Q.C., Mr. *Balfour Browne*, Q.C., and Mr. *Dundas.*

Agents:—Messrs. *Martin and Leslie.*

Petitions against the Bill read:

1. Glasgow District Subway Company.

Counsel:—Mr. *Scott Dickson* and Mr. *Lade.*

Agents:—Messrs. *Robertson.*

2. Messrs. Cowan & Co., and others.
Counsel :—Reserved.
Agents :—Messrs. *Beveridge.*

3. Glasgow Tramway Company.
Counsel :—Mr. *Littler,* Q.C., and Mr. *Claude Baggallay.*
Agents :—Messrs. *Grahames.*

4. Owners of Property in Glasgow.
Counsel :—Mr. *Acworth.*
Agents :—Messrs. *Graham.*

5. Cathcart District Railway Company.
Counsel :—Mr. *Worsley Taylor,* Q.C., and Mr. *Bolton.*
Agents :—Messrs. *Robertson.*

6. Lanarkshire and Dumbartonshire Railway Company.
Counsel :—Mr. *Worsley Taylor,* Q.C., Mr. *Ernest Page,* and Mr. *Watkins.*
Agents :—Messrs. *Grahames.*

7. House Factors and Property Agents in Glasgow.
Counsel :—Mr. *Claude Baggallay.*
Agents :—Messrs. *Grahames.*

8. Glasgow Harbour Tunnel Company.
Counsel :—Mr. *Scott Dickson* and Mr. *Lade.*
Agents :—Messrs. *Robertson.*

9. City of Glasgow Union Railway Company.
Counsel :—Reserved.
Agent :—Mr. *J. Kennedy.*

10. J. B. Fleming and the Kelvinside Estate Company.
Counsel :—Mr. *Erskine Pollock,* Q.C.
Agents :—Messrs. *Grahames.*

11. Merchants, Warehousemen, and Traders in Glasgow.
Counsel :—Mr. *Russell Griffiths* and Mr. *Wicks.*
Agents :—Messrs. *Loch.*

GLASGOW CORPORATION AND POLICE BILL.

Preamble read the first time.

Mr. *Pope,* Q.C., was heard in support of the Preamble of the Bill.

Preamble *postponed.*

Clauses 1—14, *postponed.*

Clause 15, "Transfer of borrowing powers to the corporation."

Mr. *James Bell* sworn, and examined.

Mr. *David Richmond* sworn, and examined.

Mr. *John Young* sworn, and examined.

[Adjourned till To-morrow, at Half-past Twelve o'clock.

Wednesday, 15th May 1895.

MEMBERS PRESENT:

Mr. WALTER LONG in the Chair.

Marquess of Carmarthen.	Mr. Mallock.
Mr. Diamond.	Mr. Wason.
Mr. Kenrick.	Mr. H. J. Wilson.

GLASGOW CORPORATION AND POLICE BILL—*continued.*

Evidence for Promoters—*continued.*

Clause 15—*continued.*

Mr. ***John Young*** further examined.

Mr. ***Robert Crawford*** sworn, and examined.

Mr. *Worsley Taylor*, Q.C., was heard in support of the Petition of the Cathcart District Railway Company.

Mr. *Joseph Cheney Bolton* sworn, and examined.

Mr. *Littler*, Q.C., was heard in support of the Petition of the Glasgow Tramway Company.

Mr. *George Connell* sworn, and examined.

[Adjourned till To-morrow, at Half-past Twelve o'clock.

Thursday, 16th May 1895.

MEMBERS PRESENT:

Mr. WALTER LONG in the Chair.

Marquess of Carmarthen.	Mr. Mallock.
Mr. Diamond.	Mr. Wason.
Mr. Kenrick.	Mr. H. J. Wilson.

GLASGOW CORPORATION AND POLICE BILL—*continued.*

Clause 15—*continued.*

Room cleared.—The Committee deliberated.

Question put, That certain words be there inserted, "to restrain the Corporation from carrying on such enterprise at a loss from a commercial point of view which would be made good by moneys derived from rates."—The Committee divided:

Ayes, 4.	Noes, 2.
Marquess of Carmarthen.	Mr. Diamond.
Mr. Kenrick.	Mr. H. J. Wilson.
Mr. Mallock.	
Mr. Wason.	

Parties called in, and informed thereof.

[Adjourned till To-morrow, at Twelve o'clock.

Friday, 17th May 1895.

MEMBERS PRESENT:

Mr. WALTER LONG in the Chair.

Mr. Diamond.
Mr. Kenrick.
Mr. Mallock.
Mr. Wason.
Mr. H. J. Wilson.

GLASGOW CORPORATION AND POLICE BILL—*continued.*

Clause 15, amended, and *agreed to.*

Postponed Clause 5.—Mr. *David Richmond* further examined.

Clause amended, and *agreed to.*

Postponed Clause 6, amended, and *agreed to.*

Postponed Clause 7, *agreed to.*

Postponed Clause 8, amended, and agreed to.

Postponed Clauses 9—14, *agreed to.*

Clause 16, *agreed to.*

Clause 17.—Mr. *Robert Crawford* further examined.

Mr. *George Macrae* sworn, and examined.

Clause amended, and *agreed to.*

Clauses 18—21, *agreed to.*

Clauses 22—24 amended, and *agreed to.*

Clause 25.—Mr. *George Neilson* sworn, and examined.

Clause amended, and *agreed to.*

Clause 26.—Mr. *Robert Crawford* further examined.

Clause amended, and *agreed to.*

Clause 27, *agreed to.*

Clause 28.—Mr. *Robert Crawford* further examined. Clause *agreed to.*

Clause 29, *disagreed to.*

Clause 30, *postponed.*

Clauses 31 and 32, amended, and *agreed to.*

Clause 33, *disagreed to.*

Clause 34, amended, and *agreed to.*

Clause 35, *disagreed to.*

Clause 36.—Mr. *John Primrose* sworn, and examined. Clause *agreed to.*

Clause 37, *agreed to.*

Clause 38, Mr. *John Primrose* further examined. Clause *agreed to.*

Clause 39.—Mr. *John Boyd* sworn, and examined. Clause *agreed to.*

Clauses 40 and 41, amended, and *agreed to.*

Clause 42, *disagreed to.*

Clause 43, *agreed to.*

Clause 44, *disagreed to.*

Clauses 45—49, *agreed to.*

Postponed Clause 1, amended, and *agreed to.*

Postponed Clause 2, *agreed to.*

Postponed Clauses 3 and 4, amended, and *agreed to.*

Preamble read a second time.

Question,

Question, That the Preamble is proved,—put, and *agreed to.*
Postponed Clause 30, amended, and *agreed to.*
Report to be considered on Wednesday next.

[Adjourned till Wednesday, 22nd May, at Half-past Twelve o'clock.

Wednesday, 22nd May 1895.

MEMBERS PRESENT:

Mr. WALTER LONG in the Chair.

Mr. Diamond.	Sir Thomas Roe.
Mr. Mallock.	Mr. Wason.
Mr. Kenrick.	

SOUTHEND-ON-SEA CORPORATION BILL.

Report read, and *agreed to.*

Ordered, To Report.

GLASGOW CORPORATION AND POLICE BILL.

Report read, and *agreed to.*

Ordered, To Report.

SOUTH SHIELDS CORPORATION BILL.

Counsel:—Mr. *Pember*, Q.C., Mr. *Baggallay*, and Mr. *Frere.*
Agents:—Messrs. *Speachly.*

Petitions against the Bill read.

1. Tyne Improvement Commissioners.
   Counsel:—Mr. *Squarey.*
   Agents:—Messrs. *Clabon.*

2. Sunderland and South Shields Water Company.
   Counsel:—Reserved.
   Agents:—Messrs. *Dyson.*

3. Tyne General Ferry Company.
   Counsel:—Mr. *Bolton.*
   Agents:—Messrs. *Dyson.*

4. South Shields Gas Company.
   Counsel:—Mr. *Ram.*
   Agents:—Messrs. *Dyson.*

Preamble read the first time.

Reports from the Local Government Board and Home Office, were considered.

Mr. *Boyce* and Mr. *Troup* appeared in support of their respective reports.

Mr. *Pember*, Q.C., was heard in support of the Preamble of the Bill.

Preamble *postponed.*

Clauses 1—6, *postponed.*

Clause 7.—Mr. *John Robert Lawson* and Mr. *John Moore Hayton*, were sworn and examined.

Clause amended, and *agreed to.*

Clause 8.—"Power to make street works"—Mr. *John Moore Hayton*, further examined; Mr. *Matthew Hall*, sworn and examined.

Clause *postponed.*

Clauses 9—11, *postponed.*

Clause 12.—Mr. *John Potts Wardle* and Mr. *William Elliott*, were sworn and examined.

[Adjourned till To-morrow, at Two o'clock.

Thursday, 23*rd May* 1895.

MEMBERS PRESENT:

Mr. WALTER LONG in the Chair.

Mr. Diamond.	Mr. Wason.
Mr. Mallock.	Mr. Kenrick.

SOUTH SHIELDS CORPORATION BILL—*continued.*

Postponed Clauses 8—11.—Mr. *Matthew Hall*, further examined.

Clauses amended, and *agreed to.*

Clause 12, *continued.*—Mr. *Matthew Hall*, further examined.

Clause amended, and *agreed to.*

Clauses 13—14, *agreed to.*

Clauses 15—18, amended, and *agreed to.*

Clause 20, *disagreed to.*

Clause 21, *postponed.*

[Adjourned till To-morrow, at Twelve o'clock.

Friday, 24*th May* 1895.

MEMBERS PRESENT:

Mr. WALTER LONG in the Chair.

Mr. Kenrick.	Mr. Wason.
Mr. Mallock.	Sir Thomas Roe.

SOUTH SHIELDS CORPORATION BILL—*continued.*

Clause 22.—Mr. *Matthew Hall*, further examined.

Clause *agreed to.*

Clause 23, amended, and *agreed to.*

Clause 24, *agreed to.*

Clause 25—26, *postponed.*

Clause 27, *agreed to.*

Clause 28, amended, and *agreed to.*

Clause 29—31, *agreed to.*

Clause 32, *disagreed to.*

Clause 33, amended, and *agreed to.*

Clauses 34—35, *agreed to.*

Clause 36, amended, and *agreed to.*

Clause 37, *postponed.*

Clause 38, *agreed to.*

Clause 39, amended, and *agreed to.*

Clause 40, *disagreed to.*

Clauses 41, 42, amended, and *agreed to.*

Clause 43, *agreed to.*

Clause 44, amended, and *agreed to.*

Clause 45, *agreed to.*

Clause 46, amended, and *agreed to.*

Clause 47, *agreed to.*

Clauses 48—50, *disagreed to.*

Clause 51.—"Seashore to be deemed a street for certain purposes."—Mr. *William George Morant*, sworn, and examined.

Clause 52.—"Corporation may make bye-laws as to user of seashore."—Mr. *John Robert Rawson*, further examined; Mr. *William Scott*, sworn, and examined.

Clause *postponed.*

Clauses 53—54, amended, and *agreed to.*

Clause 55, *agreed to.*

Clauses 56—58, amended, and *agreed to.*

Clause 59, *agreed to.*

Clause 60, amended, and *agreed to.*

Clauses 61, 62, *agreed to.*

Clause 63, amended, and *agreed to.*

Clauses 64—66, *agreed to.*

Postponed Clause 21, amended, and *agreed to.*

Clause 161.—Mr. *Charles Hawkesley*, sworn, and examined.

Clause *postponed.*

[Adjourned till Tuesday next, at Twelve o'clock.

Tuesday, 28th May 1895.

MEMBERS PRESENT:

Mr. WALTER LONG in the Chair.

Mr. Kenrick.
Mr. Mallock.
Sir Thomas Roe.

SOUTH SHIELDS CORPORATION BILL—*continued.*

Clause 67, amended, and *agreed to.*

Clauses 68—69, *agreed to.*

Clause 70, amended, and *agreed to.*

Clauses 71, 72, *agreed to.*

Clause 73, amended, and *agreed to.*

Clause 74.—Dr. *William H. Turnbull*, sworn, and examined.

Clause amended, and *agreed to.*

Clauses 75, 76, amended, and *agreed to.*

Clause 77.—"Coal shoots, vaults, &c."—Mr. *John Moore Hayton*, further examined.

Clause *disagreed to.*

Clauses 78, 79.—Mr. *Matthew Hall*, further examined.

Clauses *disagreed to.*

Clause 80.—Mr. *Matthew Hall*, further examined.

Clause *agreed to.*

Clause 81, *agreed to.*

Clause 82.—"Dangerous structures and projections."—Mr. *John Moore Hayton*, further examined.

Clause amended, and *agreed to.*

Clause 83.—"Power to sell materials of dangerous structures."

Clause *disagreed to.*

Clause 84.—Mr. *Matthew Hall*, further examined; Mr. *William George Morant*, further examined.

Clause amended, and *agreed to.*

Clause 85, amended, and *agreed to.*

Clauses 86, 87, *disagreed to.*

Clause 88, amended, and *agreed to.*

Clauses 89, 90, *agreed to.*

Clause 91.—Mr. *Matthew Hall*, further examined.

Clause *disagreed to.*

Clause 92, *agreed to.*

Clauses 93—95, *disagreed to.*

Clause 96, *agreed to.*

Clause 97.—Mr. *Matthew Hall*, further examined.

Clause *disagreed to.*

Clause 98, *agreed to.*

Clauses 99, 100, *disagreed to.*

Clauses 101—112, *agreed to.*

Clause 113.—Dr. *William H. Turnbull*, further examined.

Clause *agreed to.*

Clause 114, *agreed to.*

Clause 115, amended, and *agreed to.*

Clauses 116—119, *agreed to.*

[Adjourned till Thursday next, at Half-past Twelve o'clock.

Thursday, 30th May 1895.

MEMBERS PRESENT:

Mr. WALTER LONG in the Chair.

Mr. Mallock.
Sir Thomas Roe.
Mr. Wason.

SOUTH SHIELDS CORPORATION BILL—*continued.*

Clauses 120—122, *disagreed to.*

Clause 123, *agreed to.*

Clause 124, amended, and *agreed to.*

Clauses 125—127, *agreed to.*

Clauses 128—130, *disagreed to.*

Clause 131, *agreed to.*

Clause 132, amended, and *agreed to.*

Clauses

Clauses 133, 134, *agreed to.*

Clauses 135, 136, *disagreed to.*

Clauses 137, 138, *agreed to.*

Clause 139.—Dr. *William H. Turnbull,* further examined.

Clause *postponed.*

Clause 140.—Mr. *Matthew Hall,* further examined.

Clause *agreed to.*

Clauses 141, 142, *agreed to.*

Clause 143.—"Slaughtering prohibited except in corporation slaughter-houses when provided."—Dr. *William H. Turnbull,* further examined; Mr. *John Moore Hayton,* further examined.

Clause *postponed.*

Clause 144, amended, and *agreed to.*

Clause 145, *postponed.*

Clause 146, *agreed to.*

Clause 147, *postponed.*

Clauses 148—152, *agreed to.*

Clause 153, *disagreed to.*

Clause 154, *agreed to.*

Clause 155.—Mr. *William George Morant,* further examined.

Clause amended, and *agreed to.*

Clause 156, *agreed to.*

Clause 157, amended, and *agreed to.*

Clause 158, *agreed to.*

Clause 159, amended, and *agreed to.*

Clause 160, *disagreed to.*

Clause 161, amended, and *agreed to.*

Clause 162, *agreed to.*

Clause 163, *disagreed to.*

Clause 164, amended, and *agreed to.*

Clauses 165—170, *agreed to.*

Clause 171, amended, and *agreed to.*

Clauses 172—176, *agreed to.*

Clause 177, amended, and *agreed to.*

Clause 178, *agreed to.*

Clause 179, amended, and *agreed to.*

Clauses 180—182, *agreed to.*

Clause 183, *disagreed to.*

Clauses 184—203, *postponed.*

Clauses 204—208, *agreed to.*

Clause 209, *disagreed to.*

Clause 210, *agreed to.*

Clause 211, amended, and *agreed to.*

Clause 212, *disagreed to.*

Clauses 213—218, *agreed to.*

Clause 219, amended, and *agreed to.*

Clauses 220—224, *agreed to.*

Postponed Clause 203, amended, and *agreed to.*

Postponed Clause 185, *agreed to.*

Postponed Clauses 186—188, amended, and *agreed to.*

Postponed Clause 189, further *postponed.*

Postponed Clauses 190, 191, *agreed to.*

Postponed Clause 192, further *postponed.*

Postponed Clauses 193, 194, *agreed to.*

Postponed Clause 195, amended, and *agreed to.*

Postponed Clause 196, *agreed to.*

Postponed Clauses 197, 198, further *postponed.*

Postponed Clauses 199, 200, *disagreed to.*

Postponed Clause 201, further *postponed.*

Postponed Clause 202.—Mr. *John Moore Hayton*, further examined.

Postponed Clause, amended, and *agreed to.*

Postponed Clause 1, *agreed to.*

Postponed Clauses 2—4, amended, and *agreed to.*

Postponed Clauses 5, 6, *agreed to.*

Postponed Clause 37, amended, and *agreed to.*

Preamble read a second time.

Question, That Preamble is proved,—put, and *agreed to.*

[Adjourned till Tuesday, 11th June, at Half-past Twelve o'clock.

Tuesday, 11th June 1895.

MEMBERS PRESENT:

Mr. WALTER LONG in the Chair.

Mr. Mallock.
Mr. H. J. Wilson.
Mr. Wason.

CROYDON CORPORATION BILL.

Counsel:—Mr. *Bidder*, Q.C., Mr. *Glenn*, and Mr. *Claude Baggallay.*
Agents:—Messrs. *Wyatt.*

Unopposed.

Preamble read the first time.

Reports from the Local Government and Home Office were considered.

Mr. *Bryce* and Mr. *Troup* appeared in support of their respective reports.

Mr. *Bidder*, Q.C., was heard in support of the Preamble of the Bill.

Mr. *Charles Maryat Elborough*, sworn, and examined.

Preamble *postponed.*

Clauses 1—7 *postponed.*

Clause 8.—Mr. *Thomas Walker*, sworn, and examined.

Clause amended, and *agreed to.*

Clause 9, amended, and *agreed to.*

Clause 10, *disagreed to.*

Clauses 11, 12.—Mr. *Thomas Walker* and Mr. *Charles Maryat Elborough*, further examined.

Clauses, amended, and *agreed to.*

Clause

Clause 13, *agreed to.*

Clauses 14—17.—Mr. *Martin R. Moss* sworn, and examined.

Clauses *disagreed to.*

Clauses 18—32, *postponed.*

Clause 33A.—"Increased Borrowing Powers under Act of 1890."

Clause 34.—Mr. *Frederick Thomas Edridge* sworn, and examined.

Clauses *postponed.*

Clause 35, *disagreed to.*

[Adjourned till To-morrow, at Twelve o'clock.

Wednesday, 12th June 1895.

MEMBERS PRESENT:

Mr. WALTER LONG in the Chair.

Mr. Mallock.	Mr. H. J. Wilson.
Mr. Wason.	

CROYDON CORPORATION BILL—*continued.*

Clauses 36—37, amended, and *agreed to.*

Postponed Clause 19.—"Elevation of buildings on front land to be subject to approval of Corporation."—Mr. *Charles Maryat Elborough* further examined.

Clause amended, and *agreed to.*

Postponed Clause 20, amended, and *agreed to.*

Postponed Clause 21, *agreed to.*

Postponed Clause 22.—"Waste land to be fenced."—Mr. *Charles Maryat Elborough* further examined.

Clause amended, and *agreed to.*

Postponed Clause 23, *disagreed to.*

Postponed Clauses 24—27, *agreed to.*

Postponed Clause 28.—"Water supply to closets."—Mr. *Charles Maryat Elborough* further examined.

Postponed Clause 29, amended, and *agreed to.*

Postponed Clauses 30—33, *agreed to.*

Clauses 38—39, *agreed to.*

Clause 40, *postponed.*

Clause 41, *agreed to.*

Clauses 42—43, amended, and *agreed to.*

Clause 44, *withdrawn.*

Clause 45, amended, and *agreed to.*

Clauses to be further considered on Friday next.

[Adjourned till To-morrow, at half-past Twelve o'clock.

Thursday, 13*th June* 1895

MEMBERS PRESENT :

Mr. WALTER LONG in the Chair.

Mr. Diamond.
Mr. Wason.
Mr. Mallock.
Mr. H. J. Wilson.
Mr. Kenrick.

CLONMEL CORPORATION BILL.

Counsel :—Mr. *FitzGerald.*

Agents :—Messrs. *Sherwood.*

Petition against :

Grand Jury of County Waterford.

Counsel :—Mr. *Pembroke Stephens*, Q.C. and Mr. *T. W. Greig.*

Agents :—Messrs. *Holmes.*

Preamble read the first time.

Mr. *FitzGerald* was heard in support of the Preamble, and called evidence.

Mr. *J. F. O'Brien* sworn, and examined.

[Adjourned till To-morrow, at Twelve o'clock.

Friday, 14*th June* 1895.

MEMBERS PRESENT :

Mr. WALTER LONG in the Chair.

Mr. Kenrick.
Mr. Wason.
Mr. H. J. Wilson.

CLONMEL CORPORATION BILL—*continued.*

Mr. *John Francis O'Brien* further examined.

Dr. *Thomas Brown* sworn, and examined.

Mr. *Patrick Nugent* sworn, and examined.

Mr. *David John Higgins* sworn, and examined.

Mr. *Edward Hackett* sworn, and examined.

This closed the case for the Promoters of the Bill.

Mr. *Pembroke Stephens*, Q.C., called evidence in support of the Petition of the Grand Jury of the County of Waterford.

Mr. *L'Estrange Duffin* sworn, and examined.

[Adjourned to Monday next, at Twelve o'clock.

Monday 17*th June* 1895.

MEMBERS PRESENT:

Mr. WALTER LONG in the Chair.

Mr. Mallock.	Mr. Wason.
Sir Thomas Roe.	Mr. H. J. Wilson.

SOUTH SHIELDS CORPORATION BILL—*continued.*

Postponed Clauses 143, 145, 147, 189, 192, 197, 198, amended, and *agreed to.*

Report to be considered To-morrow.

CROYDON CORPORATION BILL—*continued.*

Postponed Clauses 33, 34, 40, amended, and *agreed to.*

Postponed Clause 1, *agreed to.*

Postponed Clause 2, amended, and *agreed to.*

Postponed Clauses 3—5, *agreed to.*

Postponed Clauses 6—7, *disagreed to.*

Question, That the Preamble, as amended, is proved,—put, and *agreed to.*

Report to be considered To-morrow.

CLONMEL CORPORATION BILL—*continued.*

Mr. *Weldon Walshe* sworn, and examined.

Mr. *Pembroke Stephens*, Q.C., addressed the Committee in support of the Petition of the Grand Jury of County Waterford.

[Adjourned till To-morrow, at Twelve o'clock.

Tuesday, 18*th June* 1895.

MEMBERS PRESENT:

Mr. WALTER LONG in the Chair.

Mr. Kenrick.	Mr. Wason.
Mr. Mallock.	Mr. H. J. Wilson.

CLONMEL CORPORATION BILL—*continued.*

Mr. *J. D. FitzGerald* was heard in reply on behalf of the Promoters of the Bill.

Preamble, *postponed.*

Clauses 1—9, *postponed.*

Clause 10.—Mr. *John Francis O'Brien* further examined.

Clause, *agreed to.*

Clause 11, *agreed to.*

Clause 12.—Mr. *John Francis O'Brien* further examined.

Clause, *disagreed to.*

Clause 13, *postponed.*

Clause 14.—Mr. *John Francis O'Brien* further examined.

Clause, *disagreed to.*

Clauses 15—16.—Mr. *John Francis O'Brien* further examined.

Clauses, *agreed to.*

Clauses 17—18, amended, and *agreed to.*

Clauses 19—20.—Mr. *Edward Augustus Hackett* further examined.

Clauses, amended, and *agreed to.*

Clause 21, *agreed to.*

Clauses 22—23, amended, and *agreed to.*

Clause 24, *agreed to.*

Clause 25, amended, and *agreed to.*

Clause 26, *agreed to.*

Clauses 27—28, amended, and *agreed to.*

Clauses 29—32, *agreed to.*

Postponed Clauses 6—7, amended, and *agreed to.*

Postponed Clauses 8—9, *agreed to.*

Clauses 33—35, *agreed to.*

Clauses 36—37, amended, and *agreed to.*

Clause 38, *agreed to.*

Clauses 39—41, amended, and *agreed to.*

Clause 42, *agreed to.*

Clause 43, amended, and *agreed to.*

Clause 44, *agreed to.*

Clauses 45—48, amended, and *agreed to.*

Clauses 49—51, *agreed to.*

Clause 52, amended, and *agreed to.*

Clause 53, *agreed to.*

Clause 54, *agreed to.*

Clauses 55—56, *disagreed to.*

Clauses 57—59, amended, and *agreed to.*

Clauses 59—60, *agreed to.*

Clause 61, amended, and *agreed to.*

Clauses 62—63, *agreed to.*

Clauses 64—66, *disagreed to.*

Clauses 67—69, *agreed to.*

Clause 70, *disagreed to.*

Clauses 71—74, *agreed to.*

Postponed Clauses 1—2, *agreed to.*

Postponed Clause 3, amended, and *agreed to.*

Postponed Clause 4, *agreed to.*

Postponed Clause 5, amended, and *agreed to.*

Postponed Clause 13, *agreed to.*

Question, That the Preamble is proved,—put, and *agreed to.*

Report to be considered To-morrow.

SOUTH SHIELDS CORPORATION BILL—*continued.*

Report read, and *agreed to.*

Ordered, To Report.

CROYDON CORPORATION BILL—*continued.*

Report read, and *agreed to.*

Ordered, To Report.

Wednesday, 19th June 1895.

MEMBERS PRESENT:

Mr. WALTER LONG in the Chair.

Marquess of Carmarthen.	Sir Thomas Roe.
Mr. Kenrick.	Mr. Wason.
Mr. Mallock.	Mr. H. J. Wilson.

CLONMEL CORPORATION BILL—*continued.*

Report read, and *agreed to.*

Ordered, To Report.

DRAFT SPECIAL REPORT, brought up by the *Chairman*, and read the first time, as follows:—

"1. YOUR Committee having concluded their labours for the Session of 1895, desire to make the following Report upon the work they have done, and as to the considerations which have governed their decisions.

"2. The following Bills were referred to your Committee: Brighouse Corporation, Clonmel Corporation, Croydon Corporation, Glasgow Corporation and Police, Southend-on-Sea Corporation, and South Shields Corporation.

"3. Your Committee have never granted powers which are in excess of, or which contravene, the general law, except in cases where strong local evidence has been produced, and where, by such evidence, proof has been given that difficulties were experienced in the locality with which the existing law has been found unable to cope; or where it has appeared to them desirable, in the interests either of public health or of public convenience or security, that some powers should be granted to the locality other than those conferred upon them by the general law.

"4. With reference to the periods for repayment of loans, your Committee have most carefully differentiated between work of a permanent and that of a temporary character, and they have endeavoured to put into practice the principle that the term for repayment shall be based upon the estimated life of the work in question, so that unfair burdens should not be thrown upon a future generation.

"5. Your Committee have received most valuable assistance from Mr. Boyce, representing the Local Government Board. His departmental knowledge, experience of local legislation, and familiarity with the work of the Police and Sanitary Regulations Committee, make his presence essential to the due and satisfactory discharge of their duties. Your Committee also take this opportunity of acknowledging their obligations to Mr. Troup, who has ably represented the Home Office.

"6. Your Committee desire to call the attention of those who are concerned in preparing and promoting Bills to the fact that it is desirable to adhere as closely as may be possible to the most recent precedents which Parliament has established. Much trouble and unnecessary expense would thereby be saved.

"7. Your Committee suggest, for the consideration of the House, whether the time has not arrived for the inclusion in a Public Bill of many of the clauses which are frequently introduced into Private Bills, and which have almost invariably been accepted by Parliament. It appears to your Committee that much trouble and expense might be saved if the necessity for application to Parliament for such powers by individual local authorities were rendered unnecessary."

DRAFT SPECIAL REPORT, read a second time, and *agreed to.*

Question, That this Report be the Report of the Committee to the House,—put, and *agreed to.*

Ordered, To Report, together with the Minutes of Proceedings.

SPECIAL REPORT

FROM THE

SELECT COMMITTEE

ON

POLICE AND SANITARY REGULATIONS BILLS;

WITH THE

PROCEEDINGS OF THE COMMITTEE.

Ordered, by The House of Commons, *to be Printed,*
5 *July* 1895.

[*Price* 3*d.*]

386. *Under* 3 *oz.*

REPORT

FROM THE

STANDING COMMITTEE

ON

TRADE (INCLUDING AGRICULTURE AND FISHING), SHIPPING, AND MANUFACTURES,

ON THE

RATING OF MACHINERY BILL;

WITH THE

PROCEEDINGS OF THE COMMITTEE.

Ordered, by The House of Commons, *to be Printed,*
14 *March* 1895.

LONDON:
PRINTED FOR HER MAJESTY'S STATIONERY OFFICE,
BY EYRE AND SPOTTISWOODE,
PRINTERS TO THE QUEEN'S MOST EXCELLENT MAJESTY.

And to be purchased, either directly or through any Bookseller, from
EYRE AND SPOTTISWOODE, East Harding Street, Fleet Street, E.C.,
and 32, Abingdon Street, Westminster, S.W.; or
JOHN MENZIES & Co., 12, Hanover Street, Edinburgh, and
90, West Nile Street, Glasgow; or
HODGES, FIGGIS, & Co., Limited, 104, Grafton Street, Dublin.

116.

REPORT - - - - - - - - - - - - - - - p. 5

PROCEEDINGS OF THE COMMITTEE - - - - - - - p. 6

1895.

STANDING COMMITTEE ON TRADE (INCLUDING AGRICULTURE AND FISHING), SHIPPING, AND MANUFACTURES.

[*Tuesday*, 26*th February* 1895] :—Sir John Mowbray reported from the Committee of Selection ; That they had nominated the following Members to serve on the Standing Committee for the consideration of all Bills relating to Trade (including Agriculture and Fishing), Shipping, and Manufactures :—

Committee nominated of—

Mr. Addison.
Mr. Arch.
Sir John Barran.
Sir Michael Hicks Beach.
Mr. Blake.
Mr. Bonsor.
Mr. Boord.
Mr. Broadhurst.
Mr. Brown.
Mr. Burt.
Mr. Caine.
Mr. Campbell-Bannerman.
Mr. Chamberlain.
Mr. Channing.
Mr. Jesse Collings.
Mr. Colman.
Sir Charles Dalrymple.
Baron Henry De Worms.
Sir Frederick Dixon-Hartland.
Mr. Everett.
Mr. Charles Fenwick.
Mr. Hayes Fisher.
Mr. Penrose FitzGerald.
Mr. Gilliat.
Mr. Goschen.
Mr. Gourley.
Sir Reginald Hanson.
Mr. Harrington.
Sir John Hibbert.
Sir William Houldsworth.
Mr. Howell.
Mr. Jackson.
Sir James Joicey.
Mr. Kenrick.
Mr. Long.
Sir John Lubbock.
Mr. Macartney.
Dr. M'Donnell.
Mr. Mowbray.
Mr. Mundella.
Mr. Murray.
Mr. Naoroji.
Sir Stafford Northcote.
Mr. T. P. O'Connor.
Mr. Oldroyd.
Sir Richard Paget.
Sir Joseph Pease.
Mr. Power.
Mr. Randell.
Mr. Rankin.
Mr. Rathbone.
Mr. Roche.
Mr. Round.
Colonel Saunderson.
Mr. Sexton.
Mr. Thomas Shaw.
Mr. Samuel Smith.
Mr. Solicitor General.
Sir Mark Stewart.
Mr. T. D. Sullivan.
Mr. Tomlinson.
Sir George Trevelyan.
Sir Richard Webster.
Mr. R. G. Webster.
Mr. Stephen Williamson.
Mr. C. H. Wilson.
Mr. John Wilson (Govan).
Mr. Young.

Sir John Mowbray further reported from the Committee; That they had added to the Standing Committee on Trade (including Agriculture and Fishing), Shipping, and Manufactures the following Fifteen Members in respect of the Rating of Machinery Bill:—

Mr. Gerald Balfour.
Mr. Byles.
Mr. Coddington.
Mr. Samuel Evans.
Mr. Jeffreys.
Mr. Holland.
Mr. Shaw Lefevre.
Mr. Mather.
Mr. Matthews.
Mr. Powell-Williams.
Major Rasch.
Sir Albert Rollit.
Sir Bernhard Samuelson.
Mr. Albert Spicer.
Mr. Strachey.

[*Friday*, 1*st March* 1895]: Sir George Osborne Morgan reported from the Chairmen's Panel; That they had appointed Sir Julian Goldsmid to act as Chairman of the Standing Committee for the consideration of Bills relating to Trade (including Agriculture and Fishing), Shipping and Manufactures: And that they had appointed Sir George Osborne Morgan to act as Chairman of the Standing Committee for the consideration of Bills relating to Law, and Courts of Justice, and Legal Procedure.

[*Monday*, 11*th March* 1895]:—*Ordered*, That all Standing Committees have leave to print and circulate with the Votes the Minutes of their Proceedings and any amended Clauses of Bills committed to them.

REPORT.

THE STANDING COMMITTEE on TRADE (including AGRICULTURE and FISHING), SHIPPING, and MANUFACTURES, to whom the RATING of MACHINERY BILL was referred;——HAVE gone through the BILL, and have agreed to Report the same without Amendment.

14 *March* 1895.

STANDING COMMITTEE ON TRADE (INCLUDING AGRICULTURE AND FISHING), SHIPPING, AND MANUFACTURES.

Thursday, 14*th March* 1895.

MEMBERS PRESENT:

Sir JULIAN GOLDSMID in the Chair.

Mr. Gerald Balfour.
Sir John Barran.
Mr. Burt.
Mr. Byles.
Mr. Channing.
Mr. Jesse Collings.
Sir Frederick Dixon-Hartland.
Mr. Hayes Fisher.
Mr. Penrose FitzGerald.
Mr. Holland.
Sir William Houldsworth.
Mr. Jackson.
Mr. Jeffreys.
Mr. Kenrick.
Mr. Macartney.
Mr. Mather.
Mr. Matthews.
Mr. Mowbray.
Mr. Naoroji.
Sir Stafford Northcote.
Mr. Oldroyd.
Sir Richard Paget.
Mr. Rathbone.
Mr. Round.
Mr. Samuel Smith.
Mr. Solicitor General.
Mr. Albert Spicer.
Mr. Strachey.
Mr. Tomlinson.
Mr. Stephen Williamson.

RATING OF MACHINERY BILL.

Preamble postponed.

Clause 1.—Amendment proposed, in page 1, line 11, after the first word "or," to insert the words "assessment to"—(Mr. *Jeffreys*).—Question, That those words be there inserted,—put, and *negatived*.

Another Amendment proposed, in page 1, line 11, after the word "rate," to insert the words "leviable on property rateable to the relief of the poor"—(Mr. *Jeffreys*).—Question proposed, That those words be there inserted.

Amendment, by leave, *withdrawn*.

Another Amendment proposed, in page 1, line 11, after the word "poor" to insert the words "rate, county rate, or borough rate"—(Mr. *Jeffreys*).—Question proposed, That those words be there inserted.

Amendment, by leave, *withdrawn*.

Another Amendment proposed, in page 1, line 13, to leave out from the word "purposes" to the end of the Clause, and add the words "all machinery which is placed therein for the purpose of making such hereditament complete and fit for the purpose for which it is used shall be taken into consideration as enhancing such gross estimated rental or rateable value"—(Mr. *Jeffreys*).—Question put, That the words "any increased value" stand part of the Clause.—The Committee divided:

Ayes, 18.

Mr. Gerald Balfour.
Sir John Barran.
Mr. Byles.
Mr. Holland.
Sir William Houldsworth.
Mr. Jackson.
Mr. Mather.
Mr. Mowbray.
Mr. Naoroji.
Sir Stafford Northcote.
Mr. Oldroyd.
Mr. Rathbone.
Mr. Samuel Smith.
Mr. Solicitor General.
Mr. Albert Spicer.
Mr. Strachey.
Mr. Tomlinson.
Mr. Stephen Williamson.

Noes, 12.

Mr. Burt.
Mr. Channing.
Mr. Jesse Collings.
Sir Frederick Dixon-Hartland.
Mr. Hayes Fisher.
Mr. Penrose FitzGerald.
Mr. Jeffreys.
Mr. Kenrick.
Mr. Macartney.
Mr. Matthews.
Sir Richard Paget.
Mr. Round.

Another

Another Amendment proposed, in page 1, line 21, to leave out the words "void of the machines, tools, and appliances which it might reasonably be expected would be supplied by the tenant"—(Mr. *Jeffreys*).—Question put, That the words proposed to be left out stand part of the Clause.—The Committee divided:

Ayes, 19.	Noes, 8.
Mr. Gerald Balfour.	Mr. Channing.
Sir John Barran.	Mr. Jesse Collings.
Mr. Burt.	Mr. Hayes Fisher.
Mr. Byles.	Mr. Jeffreys.
Mr. Holland.	Mr. Kenrick.
Sir William Houldsworth.	Mr. Matthews.
Mr. Jackson.	Sir Richard Paget.
Mr. Mather.	Mr. Round.
Mr. Mowbray.	
Mr. Naoroji.	
Sir Stafford Northcote.	
Mr. Oldroyd.	
Mr. Rathbone.	
Mr. Samuel Smith.	
Mr. Solicitor General.	
Mr. Albert Spicer.	
Mr. Strachey.	
Mr. Tomlinson.	
Mr. Stephen Williamson.	

Another Amendment proposed, in page 1, line 23, after the word "tenant," to insert the words "and which are not fixed"—(Mr. *Jeffreys*).—Question, That those words be there inserted,—put, and *negatived*.

Another Amendment proposed, in page 2, at the end of the Clause, to add the words—

"And provided further that such machinery, machine, or plant used for producing or transmitting first motive power shall not be assessed for the purpose of rating at less than fifty shillings for each nominal horse-power, unless in any particular case there shall be laid before the rating authority reasons which in their judgment are sufficient to warrant them in adopting a lower assessment."

—(Mr. *Jesse Collings*).—Question put, That those words be there added.—The Committee divided:

Ayes, 6.	Noes, 14.
Mr. Jesse Collings.	Mr. Gerald Balfour.
Mr. Hayes Fisher.	Mr. Holland.
Mr. Jeffreys.	Sir William Houldsworth.
Mr. Kenrick.	Mr. Jackson.
Mr. Matthews.	Mr. Mather.
Mr. Round.	Mr. Mowbray.
	Mr. Naoroji.
	Mr. Oldroyd.
	Mr. Samuel Smith.
	Mr. Solicitor General.
	Mr. Albert Spicer.
	Mr. Strachey.
	Mr. Tomlinson.
	Mr. Stephen Williamson.

Clause, *agreed to*.

Clauses 2—3, *agreed to*.

Question, That this be the Preamble of the Bill,—put, and *agreed to*.

Ordered to report the Bill, without Amendment, to the House.

REPORT

FROM THE

STANDING COMMITTEE

ON

TRADE (INCLUDING AGRICULTURE AND FISHING), SHIPPING, AND MANUFACTURES,

ON THE

RATING OF MACHINERY BILL;

WITH THE

PROCEEDINGS OF THE COMMITTEE.

Ordered, by The House of Commons, *to be Printed,* 14 *March* 1895.

[*Price* 1 *d.*]

116. *Under* 1 *oz.*

REPORT

FROM THE

SELECT COMMITTEE

ON

RETIRED SOLDIERS AND SAILORS' EMPLOYMENT;

TOGETHER WITH THE

PROCEEDINGS OF THE COMMITTEE,

MINUTES OF EVIDENCE,

AND APPENDIX.

Ordered, by The House of Commons, *to be Printed,*
27 *June* 1895.

LONDON:
PRINTED FOR HER MAJESTY'S STATIONERY OFFICE,
BY EYRE AND SPOTTISWOODE,
PRINTERS TO THE QUEEN'S MOST EXCELLENT MAJESTY.

And to be purchased, either directly or through any Bookseller, from
EYRE AND SPOTTISWOODE, East Harding Street, Fleet Street, E.C.,
and 32, Abingdon Street, Westminster, S.W.; or
JOHN MENZIES & Co., 12, Hanover Street, Edinburgh, and
90, West Nile Street, Glasgow; or
HODGES, FIGGIS, & Co., Limited, 104, Grafton Street, Dublin.

338.

Retired Soldiers' and Sailors' Employment.

Ordered,—[*Friday*, 1*st March* 1895]:—That a Select Committee be appointed to inquire and report what results have followed upon the recommendations made by the Select Committee of 1876–77 for the employment of meritorious Soldiers, Sailors, and Marines in Civil Departments of the Public Service, and to inquire whether any and, if so, what further measures are desirable for the purpose of extending the employment of this class in those Departments, and also for helping them to obtain service, to such extent as they may be fitted for it, with private employers of labour.

Committee nominated of—

Mr. Benson.	Captain Grice-Hutchinson.
Captain Bethell.	Colonel Lockwood.
Mr. Birkmyre.	Mr. M'Arthur.
Mr. Brookfield.	Colonel Murray.
Sir George Chesney.	Mr. Pickersgill.
Captain Donelan.	Mr. John Wilson (Durham).
Captain Fenwick.	

That the Committee have power to send for Persons, Papers, and Records.

That Three be the Quorum of the Committee.

Ordered,—[*Monday*, 4*th March* 1895]:—That Viscount Wolmer and Mr. Woodall be added to the Select Committee on Retired Soldiers and Sailors' Employment.

Ordered,—[*Wednesday*, 3*rd April* 1895]:—That Lord Edmund Talbot be added to the Select Committee on Retired Soldiers and Sailors' Employment.

Ordered,—[*Wednesday*, 12*th June* 1895]:—That Major Darwin be added to the Select Committee on Retired Soldiers and Sailors' Employment.

REPORT - - - - - - - - - - - - - - - p. iii

PROCEEDINGS OF THE COMMITTEE - - - - - - - p. viii

MINUTES OF EVIDENCE - - - - - - - - - - p. 1

APPENDIX - - - - - - - - - - - - - - - p. 58

REPORT.

THE SELECT COMMITTEE appointed to inquire and report what results have followed upon the Recommendations made by the Select Committee of 1876 77 for the Employment of meritorious Soldiers, Sailors, and Marines in Civil Departments of the Public Service; and to inquire whether any, and, if so, what further measures are desirable for the purpose of extending the employment of this class in those Departments, and also for helping them to obtain service, to such extent as they may be fitted for it, with private employers of labour;——

HAVE agreed to the following REPORT:—

Appointment of Committee.

YOUR Committee was first appointed on the 13th June 1894; but on the 3rd August 1894, finding that they had not time to conclude their inquiry, they recommended being re-appointed in the Session of Parliament then next ensuing. This was accordingly done, and this Report is therefore the result of the two inquiries, 1894 and 1895.

The Select Committee of 1876-77.

Dealing first with what may conveniently be called the historical part of the reference, your Committee find that the Select Committee of 1876-77 recommended, *inter alia*:—

(*a.*) That the appointments of permanent messengers, for which "soldiers and sailors appear especially suited," should, for the future, "be exclusively made from persons who have served." *

(*b.*) That "with reference to civil appointments made under the system of open competition, and for which soldiers and sailors are deemed to be suited, great care should be taken so to adjust the conditions of examinations as to give fair weight to those branches of knowledge in which their training has especially enabled them to make progress." †

(*c.*) That, in connection with the above, "the conditions as to age and marriage should also be carefully reviewed in some cases. If, for instance, the rule, that the superior limits of age may be extended in proportion to the period of a soldier's service, applies to a particular class of civil employment, it is manifest that in such cases the rule excluding married candidates should also be relaxed." ‡

The Select Committee, in making these recommendations, desired it to be understood that, "while mainly referring to the Army," they also wished to recommend "that similar advantages should be given to the marines, and also, where practicable, to sailors." § And the Report, to which your Committee have thus referred, concludes with this paragraph:—

"Your Committee, in conclusion, desire to express their earnest hope that the recommendations which they have made, and the evidence on which those recommendations are based, will be taken into consideration by the Departments concerned, with as little delay as possible."

Results of recommendations.

Nearly 18 years have elapsed since the above was written; and several changes of Ministry have taken place during that period. But it does not appear to your Committee,

* Report of Select Committee, 1876–77, para. 11.
† Report of Select Committee, 1876–77, para. 20.
‡ Report of Select Committee, 1876–77, para. 21.
§ Report of Select Committee, 1876–77, para. 22.

Committee, after carefully inquiring into the subject, that the results have been, on the whole, commensurate with the necessities of the case.

War Office and Admiralty.

Of the various Public Departments which have had the means of complying with the recommendations referred to, the War Office and the Admiralty have, as might have been expected, been foremost in attempting some change of policy for the benefit of soldiers and sailors.

The Treasury.

The Treasury has, from time to time, taken important action in the same direction; and the civil community at large, stimulated by the action of the War Office, of the county and military authorities in the regimental districts, and of some of the great railway companies, has of late years taken up a more liberal and public-spirited attitude on this question.

Treasury Committee, 1883.

In 1883 the Treasury appointed a Committee, which reported in favour of employing Army and Navy pensioners in the outer and unclerical branches of the Civil Service.

And in 1891.

In 1891 the same Department reported, with regard to the appointment of office-keepers, messengers, and others, in a sense favourable to retired soldiers and sailors. But until March 1894, the Treasury had only issued minutes giving their sanction, as an experiment, to the employment of Navy and Army pensioners as "temporary messengers in Public Departments," but expressly signifying that such employment "would not be given exclusively to soldiers or sailors."

War Office action in 1884.

In 1884 the War Office Authorities gave instructions that each regimental district should keep a register for assisting reservists and discharged soldiers to find employment; and a small subsidy was soon afterwards granted to the National Association.

Meeting of railway representatives.

In 1892 a meeting of representatives of the principal railway companies took place at the War Office, under the presidency of the Under Secretary for War, when the question of employing more soldiers and sailors was discussed. Very useful and gratifying action was afterwards taken by some of the great companies, whose co-operation had thus been invited.

The Enlistment Scheme.

Meanwhile, in 1891, the Postmaster General introduced a system having a most important bearing on the problem of finding State employment for reserve and discharged soldiers.

With the sanction of the Treasury he made a regulation that telegraph messengers, in order to become postmen, should first serve for five years with the colours. At the age of 18 they were to be encouraged to enlist, and when they returned to the Department as postmen, half their military service was to count as Post Office service for the purposes of pay. On the death of Mr. Raikes, his successor in office gave his adhesion to the same plan. The scheme, however, had only a prospective application, and was eventually abandoned before it had in fact come into operation.

Present attitude of the Post Office.

While it appears that for some years the Post Office has given employment to a certain number of ex-soldiers and sailors, it would also seem that with the exception of the proposals of 1891 referred to in the preceding paragraph the only systematic effort to employ such persons in this Department is to be found in the regulations which concede certain advantages to ex-soldiers and sailors when applying for appointment as postmen or porters in force since 1892. But these regulations expressly stipulate that telegraph messengers who have not served in the Army or Navy, and indeed any person who may be employed, even temporarily, in the Postal Department, shall enjoy precedence over ex-soldiers and sailors in the matter of selection.* It is also the case that telegraph messengers who enlist in the Army are still allowed to count half their Army service as service with the Post Office should they return to it. But these would appear to be the only aids which the Post Office gives to the Naval and Military Authorities in finding employment for ex-soldiers and sailors.

The National Association.

In 1885 the National Association for the Employment of Reserve and Discharged Soldiers was established. This organisation has its head-quarters in London, and branch or district associations in nearly every part of the country. Entirely due, in the first instance, to private enterprise, the Association has, in the last few years, received increased recognition and assistance from the State, and has exercised, your Committee believe,

* Appendix, No. 4, Memorandum by the Postmaster General.

believe, a most beneficial influence in providing retired soldiers with employment, and in persuading the civil community to regard these servants of the State from a more just and patriotic standpoint.

Conclusions as to the above.

From the above historical survey of the matters under consideration, it will be seen that although occasional attempts have been made to carry out, in the spirit rather than the letter, the recommendations of the 1876–77 Committee, the State has not yet adopted any sufficient and continuous policy for the employment of reserve and discharged soldiers; the most important movement in that direction having been the result of private enterprise.

The State and the Reservists.

Your Committee regard this condition of things as much to be regretted. They believe that by annually sending some 16,000 or 17,000 reservists back from the colours into civil life, the State contracts towards these men a moral obligation which it should not hesitate to discharge. They enlist at exactly that period of their lives when they might otherwise be learning what would be most useful to them as mechanics, as craftsmen, or in other civil vocations. They have lost many opportunities for establishing connections and interest; they have saved the rest of the community from the inconvenience and hardship of universal service; and, for a small retaining fee, they have undertaken to return to military life whenever called upon*.

Reservists entitled to special favour.

Employment in different Government Departments may, to a certain extent, be looked on as employment in different capacities under one master. An employer of labour, in order to obtain the best men for his work, must very often go outside the circle of his employées, but every one will admit that they, as a rule, should have the first claim for his consideration. In the same way vacant places in Government offices should be given by preference to those who have previously served in the same or in some other Government service, though to this rule there must be exceptions more or less numerous. No one can, your Committee think, complain that the sailor and the soldier getting this amount of consideration with regard to civil employment under the Crown. The foregoing considerations, your Committee believe, make up, on behalf of the Army reservists and discharged soldiers and sailors, a claim to specially favourable treatment at the hands of the Government.

Civilians and the military calling.

As regards all soldiers, the tendency, hitherto, would seem to have been to regard them as a peculiar class of men segregated from the rest of the community; and although the short-service system, coupled with the spread of education, has done something to correct this impression, your Committee are of opinion that it would at once greatly popularise service in the Army, and improve the status of the soldier, if serving with the colours could be made, under ordinary circumstances, a condition of appointment for employment in the Departments of the public service; civilians being thus encouraged to regard military service as the avenue rather than the obstacle to civil employment under the Crown.

Regret at abandonment of the Enlistment Scheme; recommendation.

Your Committee regret that the experiment of passing a certain number of telegraph messengers through the military service appears to have been considered impracticable. They are, however, strongly of the opinion that every inducement should be held out to telegraph messengers to pass through the ranks, which hardly appears to be the case at present. The success of this recommendation must depend on the cordial co-operation of the Post Office and the War Office, and the exact steps which should be taken can hardly be indicated by your Committee. But the Committee think that in any case those telegraph messengers who have enlisted should, on passing into the reserve with good character, have the very first claim to employment, above all others.

Soldiers and sailors as policemen, &c., &c.

Returning to the more general aspect of the question, your Committee heard much evidence as to the suitability of soldiers, sailors, and marines, for employment as policemen, prison warders, caretakers, timekeepers, watchmen, storemen, &c., &c. The general testimony was strikingly favourable as to the satisfaction given by ex-soldiers and sailors in the capacities thus enumerated; and although one police witness expressed the opinion that army training tended to make a man lose his individuality to an extent which might interfere with the due discharge of the duties of a country constable,† the evidence given on behalf of the Metropolitan Police,‡ as well as the information supplied to your Committee by the other great cities, to which application was made, is unanimously favourable to the ex-soldier and sailor.§ As park-keepers, too, they appear to

* *Vide* Section 12, Reserve Forces Act, 1882.
† Chief Constable of Staffordshire, 1032.
‡ Superintendent Davis.
§ Appendix, No. 3, Manchester, Liverpool, Glasgow, &c., &c.

to give general satisfaction; and your Committee is glad to understand that this class of situation in connection with the Royal Parks, is now, practically speaking, set apart in favour of those who have served.

Handiness of ex-sailors.

The retired sailor, it would appear, gives more satisfaction than the soldier, and finds it easier to obtain civil employment, in such branches of work as building and scaffolding, or service with the Fire Brigade. The soldier, on the other hand, has very few opportunities, either of learning any new kind of work, or of keeping himself practised in what he may have been taught before joining; and your Committee would

Suggestion.

suggest that, in the winter months especially, and subject always to the paramount duty of maintaining their military efficiency, soldiers might be given some further encouragement than that which they at present enjoy in attending any courses of instruction, including those of the National Schools of Technical Education, by which they would

Recommendation.

be likely to benefit after their term of service with the colours shall be completed. Your Committee would also recommend the further and more frequent employment of soldiers in all industrial work incidental to their daily life and calling.

Ex-soldiers and the police force.

To return to the question of employing ex-soldiers, more especially non commissioned officers, in the police; while anxious not to fetter the discretion of the local authorities in selecting whatever men may seem to them best fitted for the special duties they may have to perform, your Committee believe that the example of the Metropolitan Police in reserving a definite proportion of appointments for retired soldiers and sailors, might well be more generally copied. From a return supplied by the town clerks of the cities of Manchester, Liverpool, Glasgow, and Sheffield, it would appear that much is being done in those important centres in the same direction;* and your Committee are convinced that every possible means should be taken to bring to the notice of the proper local authorities, through the officers commanding regimental districts, and by all other legitimate means, the desirability of helping to solve what has become a national problem.

Ex-soldiers and sailors and private employment.

The importance of stimulating the employment of ex-soldiers and sailors in other than official capacities should be prominently kept in view; and your Committee consider that the National Association for the employment of Reserve and Discharge Soldiers, as it is at present constituted and managed, and local authorities as well a private employers should receive all possible encouragement from the State. Your

Recommendation as to characters.

Committee also recommend that all necessary steps should be taken to ensure the absolute reliability of all documents purporting to be the "characters" of Reserve or Discharged Soldiers.

Unsuitability of ex-soldiers for certain kinds of work.

Your Committee heard some evidence as to the unsuitability of ex-soldiers for employment in some of the more laborious forms of manual work, and your Committee would point to the interesting and valuable evidence of the General Manager of the Great Northern Railway Company, as accurately indicating the special branches of civil employment for which soldiers are apt to prove unsuited.†

Further recommendations.

Your Committee recommend that every soldier or sailor, upon discharge or retirement to the Reserve, should be given a printed paper setting forth in plain language the civil appointments for which he is eligible, the conditions which he must fulfil, and the person or persons to whom or through whom any application of his should be made.

Recommendation as to the payment of pensions.

Your Committee heard so much as to the evils of paying pensions quarterly as to be convinced that a discontinuance of that system is needed. They recommend that, wherever it may be practicable to do so, the pay or pension of an ex-soldier or sailor shall be included in, or added to, his weekly wage, and handed to him at the same time; and they are glad to learn that this practice is already in operation in one Department of the Post Office, and that an extension of the arrangement is likely to be favourably considered and facilitated by the War Office.

Recommendations with regard to appointment in the Civil Service.

The evidence given before your Committee shows that there are many men in the Army well qualified, on leaving the colours, to perform clerical work such as is now allotted to the "abstractor" class in the public offices. It is clear, however, that in the competitive examinations upon which clerks of this class are appointed, such men compete at a disadvantage with younger men, whose education has more recently been finished, and who, in many cases, have had practice in doing examination papers. Their inferiority

* Appendix, No. 3.

† Sir Henry Oakley.

inferiority as competitors in an examination does not, in the opinion of competent witnesses, indicate any corresponding inferiority in education, in intelligence, or in fitness for the work of this branch of the public service. Your Committee, therefore, recommend that the experiment should be tried of reserving a certain number of appointments of this class for competition among soldiers leaving the colours, subject to the existing limit of age, which would at present apply in their case, and subject also to the successful candidates passing a standard to be determined by the Civil Service Commissioners. Your Committee are of opinion that this could be done without risk to the efficiency of the public service, and that it would be likely to increase the attractions of the Army for young men of intelligence and fair education. Your Committee believe also that the same considerations apply to the Second Division of the Civil Service, and they recommend that a small number of vacancies in the Second Division should be reserved for the competition of holders of First Class Education Certificates among themselves, as is now done in the case of boy clerks in the Government Offices under the Order of 1876. It has further been urged upon your Committee, that in the case of all appointments in the public service for which reserve soldiers are likely to apply, and for which there is a qualifying non competitive examination, the possession of a Second Class, still more of a First Class Army Education Certificate, should excuse competitors from further examination. Whether this suggestion can in practice be adopted is a question for the Civil Service Commissioners, but your Committee earnestly commend it to their consideration, and believe that, if it is found possible to adopt it, it will act as an inducement to reserve and discharged soldiers to apply for some situations for which they are well fitted.

The recommendations of 1876–77.

Further recommendations.

Lastly, your Committee recommend that the recommendations of the Select Committee, 1876–77, as regards permanent messengers, should be forthwith carried into effect; and that with regard to civil appointments for which soldiers and sailors of superior education may be suited, a definite proportion of such places should be reserved, and considerable latitude as to age, and rules as to marriage, and conditions of examination, &c., given to those who have been serving the State, at sea or with the colours.

Concluding remarks.

The Report of the Select Committee of 1876–77, made nearly 20 years ago, dealt mainly with the problem how, in finding civil employment for soldiers and sailors, that particular portion of the community might derive some benefit. But your Committee are of opinion that since that period, during which the short-service system has been fully developed, and the labour difficulty has greatly increased, the question has become a much larger one. All authorities are agreed that nothing tends so much to popularise service in the Army as a knowledge on the part of those who serve that they will not find themselves stranded and unable to find work at the end of their military career. And in view of the growing demand for higher wages, side by side with the existence of purely voluntary service, your Committee believe that the recommendations they have now made, if carried out in their integrity, will not only increase the self-respect and efficiency of the soldier, but will also be of great advantage to the State and to the country at large.

27 *June* 1895.

PROCEEDINGS OF THE COMMITTEE.

Thursday, 14*th March* 1895.

MEMBERS PRESENT:

Mr. Benson.	Captain Grice-Hutchinson.
Sir George Chesney.	Mr. Birkmyre.
Captain Fenwick.	Mr. Brookfield.
Colonel Murray.	Colonel Lockwood.
Mr. Pickersgill.	

Sir GEORGE CHESNEY was called to the Chair.

The Committee deliberated.

[Adjourned to Friday, 22nd March, at Twelve o'clock.

Friday, 22*nd March* 1895.

MEMBERS PRESENT:

Sir GEORGE CHESNEY in the Chair.

Mr. Benson.	Colonel Lockwood
Captain Bethell.	Mr. Woodall.
Mr. Brookfield.	Colonel Murray.
Captain Fenwick.	Viscount Wolmer.
Captain Grice-Hutchinson.	

Sir *Henry Oakley* was examined.

Mr. *John Steele* was examined.

Major General *Edward Festing*, R.E., was examined.

[Adjourned to Tuesday next, at Twelve o'clock.

Tuesday, 26*th March* 1895.

MEMBERS PRESENT:

Sir GEORGE CHESNEY in the Chair.

Captain Bethell.	Colonel Murray.
Mr. Brookfield.	Viscount Wolmer.
Captain Grice-Hutchinson.	Mr. Pickersgill.
Colonel Lockwood.	

Sir *Francis Mowatt*, K.C.B., was examined.

Mr. *Henry Lambert* was examined.

Major *W. E. Gilbert* was examined.

Superintendent *Davies* was examined.

Captain *Walter Stopford* was examined.

[Adjourned to Tuesday, 9th April, at Twelve o'clock.

Tuesday, 9th April 1895.

MEMBERS PRESENT :

Mr. Benson.	Colonel Murray.
Captain Bethell.	Lord Edmund Talbot.
Captain Fenwick.	Viscount Wolmer.
Captain Grice-Hutchinson.	Mr. Woodall.
Colonel Lockwood.	

Owing to the decease of Sir George Chesney, Viscount WOLMER was called to the Chair.

Major General Sir *Charles Wilson*, K.C.B., was examined.

Mr. *C. S. Loch* was examined.

[Adjourned to Tuesday, 30th April, at Twelve o'clock.

Tuesday, 30th April 1895.

MEMBERS PRESENT :

Viscount WOLMER in the Chair.

Mr. Woodall.	Mr. Benson.
Captain Bethell.	Mr. Brookfield.
Lord Edmund Talbot.	Captain Fenwick.
Colonel Murray.	

Mr. *Arthur Harris* was examined.

Mr. *William Key* was examined.

[Adjourned to Friday, 10th May, at Twelve o'clock.

Friday, 10th May 1895.

MEMBERS PRESENT :

Mr. Benson.	Colonel Lockwood.
Mr. Brookfield.	Colonel Murray.
Captain Bethell.	Lord Edmund Talbot.
Captain Fenwick.	Mr. Woodall.
Captain Grice-Hutchinson.	

Mr. BROOKFIELD was called to the Chair in the place of Viscount Wolmer, called up to the House of Lords.

The Committee deliberated.

[Adjourned to Thursday next, at Twelve o'clock.

Thursday, 16th May 1895.

MEMBERS PRESENT :

Mr. BROOKFIELD in the Chair.

Captain Bethell.	Captain Grice-Hutchinson.
Lord Edmund Talbot.	Mr. Benson.
Mr. Woodall.	Colonel Murray.
Captain Fenwick.	Colonel Lockwood.

Mr. *William Sharpington* was examined.

Mr. *John Randall* was examined.

[Adjourned to Thursday, 30th May, at Twelve o'clock.

Thursday, 14*th June* 1895.

MEMBERS PRESENT:

Mr. BROOKFIELD in the Chair.

Mr. Benson.	Colonel Lockwood.
Captain Bethell.	Lord Edmund Talbot.
Captain Donelan.	Colonel Murray.
Captain Fenwick.	Mr. Pickersgill.
Captain Grice-Hutchinson.	Mr. Woodall.

The Committee deliberated.

[Adjourned to Thursday, 27th June, at Twelve o'clock.

Thursday, 27*th June* 1895.

MEMBERS PRESENT:

Mr. BROOKFIELD in the Chair.

Mr. Benson.	Major Darwin.
Captain Bethell.	Mr. Woodall.
Colonel Lockwood.	Lord Edmund Talbot.
Colonel Murray.	Captain Grice-Hutchinson.
Captain Fenwick.	

DRAFT REPORT, proposed by the *Chairman*, brought up, and read the first time, as follows:

Appointment of Committee.

"1. YOUR Committee was first appointed on the 13th June 1894; but on the 3rd August 1894, finding that they had not time to conclude their inquiry, they recommended being re-appointed in the Session of Parliament then next ensuing. This was accordingly done, and this Report is therefore the result of the two inquiries, 1894 and 1895.

The Select Committee of 1876-77.

"2. Dealing first with what may conveniently be called the historical part of the reference, your Committee find that the Select Committee of 1876-77 recommended, *inter alia*:—

"(*a.*) That the appointments of permanent messengers, for which 'soldiers and sailors appear especially suited,' should, for the future 'be exclusively made from persons who have served.' *

"(*b.*) That 'with reference to civil appointments made under the system of open competition, and for which soldiers and sailors are deemed to be suited, great care should be taken so to adjust the conditions of examinations as to give fair weight to those branches of knowledge in which their training has especially enabled them to make progress.' †

"(*c.*) That, in connection with the above, 'the conditions as to age and marriage should also be carefully reviewed in some cases. If, for instance, the rule, that the superior limits of age may be extended in proportion to the period of a soldier's service, applies to a particular class of civil employment, it is manifest that in such cases the rule excluding married candidates should also be relaxed.' ‡

"3. The Select Committee, in making these recommendations, desired it to be understood that, 'while mainly referring to the Army,' they also wished to recommend 'that similar advantages should be given to the marines, and also, where practicable, to sailors.' § And the Report, to which your Committee have thus referred, concludes with this paragraph:—

"'Your Committee, in conclusion, desire to express their earnest hope that the recommendations which they have made, and the evidence on which those recommendations are based, will be taken into consideration by the Departments concerned, with as little delay as possible.'

4. Nearly

* Report of Select Committee, 1876-77, para. 11. † Report of Select Committee, 1876-77, para. 20.
‡ Report of Select Committee, 1876-77, para. 21. § Report of Select Committee, 1876-77, para. 22.

Results of recommendations.

"4. Nearly 18 years have elapsed since the above was written; and several changes of Ministry have taken place during that period. But it does not appear to your Committee, after carefully inquiring into the subject, that the results have been, on the whole, at all commensurate with the necessities of the case.

War Office and Admiralty.

"5. Of the various Public Departments which have had the means of complying with the recommendations referred to, the War Office and the Admiralty have, as might have been expected, been foremost in attempting some change of policy for the benefit of soldiers and sailors.

The Treasury.

"6. The Treasury has, from time to time, taken important action in the same direction; and the civil community at large, stimulated by the action of the War Office, of the county and military authorities in the regimental districts, and of some of the great railway companies, has of late years taken up a more liberal and public-spirited attitude on this question.

Treasury Committee 1883.

"7. In 1883 the Treasury appointed a Committee, which reported in favour of employing Army and Navy pensioners in the outer and unclerical branches of the Civil Service,

And in 1891.

"8. In 1891 the same Department reported, with regard to the appointment of office-keepers, messengers, and others, in a sense favourable to retired soldiers and sailors. But until March 1894, the Treasury had only issued minutes giving their sanction, as an experiment, to the employment of Navy and Army pensioners as 'temporary messengers in Public Departments,' but expressly signifying that such employment 'would not be given exclusively to soldiers or sailors.'

War Office action in 1884.

"9. In 1884 the War Office Authorities gave instructions that each regimental district should keep a register for assisting reservists and discharged soldiers to find employment; and a small subsidy was soon afterwards granted to the National Association.

Meeting of railway representatives

"10. In 1892 a meeting of representatives of the principal railway companies took place at the War Office, under the presidency of the Under Secretary for War, when the question of employing more soldiers and sailors was discussed. Very useful and gratifying action was afterwards taken by some of the great companies, whose co-operation had thus been invited.

The Enlistment Scheme.

"11. Meanwhile, in 1891, the Postmaster General introduced a system having a most important bearing on the problem of finding State employment for reserve and discharged soldiers.

"With the sanction of the Treasury he made a regulation that telegraph messengers, in order to become postmen, should first serve for five years with the colours. At the age of 18 they were to be encouraged to enlist, and when they returned to the Department as postmen, half their military service was to count as Post Office service for the purposes of pay. On the death of Mr. Raikes, his successor in office gave his adhesion to the same plan. The scheme, however, had only a prospective application, and was eventually abandoned before it had in fact come into operation.

Present attitude of the Post Office.

"12. The only trace of any co-operation, on the part of the Post Office Department, with the Military Authorities, in giving any advantages to reservists, or discharged soldiers or sailors, in selection for Post Office employment, is to be found in the regulations in force since 1892, which concede certain advantages to such persons when applying for appointment as postmen or porters.* But these regulations expressly stipulate that telegraph messengers who have not served in the Army or Navy, and indeed any person who may be employed, even temporarily in the Postal Department, shall enjoy precedence over ex-soldiers and sailors in the matter of selection. It is also the case that telegraph messengers who enlist in the army are still allowed to count half their Army service as service with the Post Office. But these would appear to be the only remains of a policy by which the Post Office gives any deliberate assistance to the Naval and Military Authorities in finding employment for ex-soldiers and sailors.

The National Association.

"13. In 1885 the National Association for the Employment of Reserve and Discharged Soldiers was established. This organisation had its head-quarters in London, and branch or district associations in nearly every part of the country. Entirely due, in the first instance, to private enterprise, the Association has, in the last few years, received increased recognition and assistance from the War Office, and has exercised, your Committee believe, a most beneficial influence in providing retired soldiers with employment, and in persuading the civil community to regard these servants of the State from a more just and patriotic standpoint.

Conclusions as to the above.

"14. From the above historical survey of the matters under consideration, it will be seen that although occasional attempts have been made to carry out, in the spirit rather than the letter, the recommendations of the 1876-77 Committee, the State has not yet adopted any systematic and continuous policy for the employment of reserve and discharged soldiers: the only successful movement in that direction having been the result of private enterprise.

The State and the Reservists.

"15. Your Committee regard this condition of things as much to be regretted. They believe that by annually sending some 16,000 or 17,000 reservists back from the colours into civil

* Appendix, No. 4, Memorandum by the Postmaster General.

civil life, the State contracts towards these men certain obligations which it should not hesitate to discharge. They have given their services as soldiers at exactly that period of their lives when they would otherwise be learning what would be most useful to them as mechanics, as craftsmen, or in other civil vocations. They have expended much of their strength and energy; they have lost many opportunities for establishing connections and interest; they have saved the rest of the community from the supposed inconvenience and hardship of universal service; and, for a trifling retaining fee, they have undertaken to return to military life whenever the conditions of that life become most precarious.

Reservists entitled to special favour.

"16. These considerations, your Committee believe, make up, on behalf of the Army reservists, a claim to specially favourable treatment at the hands of the Government.

Civilians and the military calling.

"17. As regards all soldiers, the tendency, hitherto, would seem to have been to regard them as a peculiar class of men segregated from the rest of the community; and although the short-service system, coupled with the spread of education, has done something to correct this impression, your Committee are of opinion that it would at once greatly popularise service in the Army, and improve the status of the recruits, if serving with the colours could be made a necessary condition of admission to some of the civil departments of the public service; civilians being thus encouraged to regard military service as the avenue rather than the obstacle to civil employment under the Crown.

Regret at abandonment of the Enlistment Scheme; recommendation.

"18. Your Committee regret that the experiment of passing a certain number of telegraph messengers through the military service was not given a fair trial. The alleged explanation, that the fear of seeing their sons turned into soldiers began to deter the parents of respectable lads from letting them enter the telegraph service, does not appear to your Committee to be at all satisfactory. Of course such a change of policy could hardly take place without causing temporary friction to some individuals; but your Committee believe that minor considerations such as these should not for a moment be allowed to stand before the good of the Queen's service, and they recommend that, with due regard to existing interests, the Post Office regulation making enlistment for five years a necessary preliminary to promotion from telegraph messenger to postman, should be re-enacted and allowed full scope for operation and development.

Soldiers and sailors as policemen, &c., &c.

"19. Returning to the more general aspect of the question, your Committee heard much evidence as to the suitability of soldiers, sailors, and marines, for employment as policemen, prison warders, caretakers, timekeepers, watchmen, storemen, &c., &c. The general testimony was strikingly favourable as to the satisfaction given by ex-soldiers and sailors in the capacities thus enumerated; and although one police witness expressed the opinion that Army training tended to make a man lose his individuality to an extent which might interfere with the due discharge of the duties of a country constable,* the evidence given on behalf of the Metropolitan Police,† as well as the information supplied to your Committee by the other great cities, to which application was made, is unanimously favourable to the ex-soldier and sailor.‡ As park-keepers, too, they appear to give general satisfaction; and your Committee is glad to understand that this class of situation in connection with the Royal Parks, is now, practically speaking, set apart in favour of those who have served.

Handiness of ex-sailors.

"20. The retired sailor, it would appear, gives more satisfaction than the soldier, and finds it easier to obtain civil employment in such branches of work as building and scaffolding, or service with the Fire Brigade. The soldier, on the other hand, has very few opportunities, either of learning any new kind of work, or of keeping himself practised in what he may have been taught before joining; and your Committee would suggest that, in the winter months especially, and subject always to the paramount duty of maintaining their military efficiency, soldiers might be given some further encouragement than that which they at present enjoy in attending any courses of instruction by which they would be likely to benefit after their term of service with the colours shall be completed. Your Committee would also recommend the further and more frequent employment of soldiers in all industrial work incidental to their daily life and calling.

Suggestion.

Recommendation.

Ex-soldiers and the police force.

"21. To return to the question of employing ex-soldiers, more especially non-commissioned officers, in the police; while anxious not to fetter the discretion of the local authorities in selecting whatever men may seem to them best fitted for the special duties they may have to perform, your Committee believe that the example of the Metropolitan Police in reserving a definite proportion of appointments for retired soldiers and sailors, might well be more generally copied. From a return supplied by the town clerks of the cities of Manchester, Liverpool, Glasgow, and Sheffield, it would appear that much is being done in those important centres in the same direction;§ and your Committee are convinced that every possible means should be taken to bring to the notice of the proper local authorities, through the officers commanding regimental districts, and by all other legitimate means, the desirability of helping to solve what has become a national problem.

Ex-soldiers and sailors and private employment.

"22. The importance of stimulating the employment of ex-soldiers and sailors in other than official capacities should be prominently kept in view; and your Committee believe that the National Association for the Employment of Reserve and Discharged Soldiers, as it is at present

* Captain the Honourable George Anson, Chief Constable of Staffordshire, 1032. † Superintendent Davis.
‡ Appendix, No. 3, Manchester, Liverpool, Glasgow, &c., &c. § Appendix, No. 3.

present constituted and managed, should continue to receive all possible encouragement. Your Committee also believe that steps should be taken to ensure the absolute reliability of all documents purporting to be the "characters" of Reserve or Discharged Soldiers. Characters.

"23. Your Committee heard some evidence as to the unsuitability of ex-soldiers for employment in some of the more laborious forms of manual work, and your Committee would point to the interesting and valuable evidence of the General Manager of the Great Northern Railway Company, as accurately indicating the special branches of civil employment for which soldiers are apt to prove unsuited.* Unsuitability of ex-soldiers for certain kinds of work.

"24. Your Committee heard so much as to the evils of paying pensions quarterly as to be convinced that a discontinuance of that system is needed. They recommend that, wherever it may be practicable to do so, the pay or pension of an ex-soldier or sailor shall be included in, or added to, his weekly wage, and handed to him at the same time. Recommendation as to the payment of pensions.

"25. They also recommend that every soldier or sailor, upon discharge or retirement to the reserve, should be given a printed paper setting forth in plain language the civil appointments for which he is eligible, the conditions which he must fulfil, and the person or persons to whom or through whom any application of his should be made. Further recommendations.

"26. Your Committee recommend that the recommendations of the Select Committee, 1876–77, as regards permanent messengers, should be forthwith carried into effect; and that with regard to civil appointments for which soldiers and sailors of superior education may be suited, a definite proportion of such places should be reserved, and considerable latitude as to age, and rules as to marriage, and conditions of examination, &c., given to those who have been serving the State, at sea or with the colours. The recommendations of 1876-77. Further recommendations.

"27. The Report of the Select Committee of 1876–77, made nearly 20 years ago, dealt mainly with the problem how, in finding civil employment for soldiers and sailors, that particular portion of the community might derive some benefit. But your Committee are of opinion that since that period, during which the short-service system has been fully developed, and the labour difficulty has greatly increased, the question has become a much larger one. All authorities are agreed that nothing tends so much to popularise service in the Army as a knowledge on the part of those who serve that they will not find themselves stranded and unable to find work at the end of their military career. And in view of the growing demand for higher wages, side by side with the existence of purely voluntary service, your Committee believe that the recommendations they have now made, if carried out in their integrity, will not only increase the self-respect and efficiency of the soldier, but will also be of great advantage to the State and to the country at large." Concluding remarks.

Draft Report, read a second time, paragraph by paragraph.

Paragraphs 1—3, *agreed to.*

Paragraph 4, amended, and *agreed to.*

Paragraphs 5—11, *agreed to.*

Paragraphs 12—13, amended, and *agreed to.*

Paragraph 14.—An Amendment made.

Another Amendment proposed, in line 5, to leave out the words "only successful," and insert the words "most important"—(Mr. *Benson*).—Question put, That the words proposed to be left out stand part of the Clause.—The Committee divided:

Ayes, 3.	Noes, 5.
Captain Fenwick.	Mr. Benson.
Colonel Lockwood.	Captain Bethell.
Colonel Murray.	Major Darwin.
	Captain Grice-Hutchinson.
	Lord Edmund Talbot.

Question, That the proposed words be there inserted,—put, and *agreed to.*

Paragraph, as amended, *agreed to.*

Paragraph 15.—Amendment proposed, in line 3, to leave out the word "contracts"—(Captain *Bethell*).—Question put, That the word "contracts" stand part of the Paragraph.—The Committee divided:

Ayes, 5.	Noes, 3.
Mr. Benson.	Captain Bethell.
Captain Fenwick.	Major Darwin.
Captain Grice-Hutchinson.	Lord Edmund Talbot.
Colonel Lockwood.	
Colonel Murray.	

Other Amendments made.

Another

* Sir Henry Oakley.

Another Amendment proposed, in line 8, to leave out the words "they have saved"—(Captain *Bethell*).—Question put, That the words proposed to be left out stand part of the Paragraph.—The Committee divided:

Ayes, 5.	Noes, 4.
Captain Fenwick.	Mr. Benson.
Captain Grice-Hutchinson.	Captain Bethell.
Colonel Lockwood.	Major Darwin.
Colonel Murray.	Mr. Woodall.
Lord Edmund Talbot.	

Another Amendment proposed, in line 8, to leave out the word "supposed"—(Mr. *Woodall*).—Question put, That the word "supposed" stand part of the Paragraph.—The Committee divided:

Aye, 1.	Noes, 8.
Colonel Lockwood.	Mr. Benson.
	Captain Bethell.
	Major Darwin.
	Captain Fenwick.
	Captain Grice-Hutchinson.
	Colonel Murray.
	Mr. Woodall.
	Lord Edmund Talbot.

Another Amendment proposed, in line 8, to leave out the words "inconvenience and hardship" (Captain *Bethell*).—Question put, That the words proposed to be left out stand part of the Paragraph.—The Committee divided:

Ayes, 8.	Noe, 1.
Mr. Benson.	Captain Bethell.
Major Darwin.	
Captain Fenwick.	
Captain Grice-Hutchinson.	
Colonel Lockwood.	
Colonel Murray.	
Lord Edmund Talbot.	
Mr. Woodall.	

Another Amendment proposed, in line 9, to leave out the word "trifling," in order to insert the word "small"—(Mr. *Woodall*).—Question, That the word "trifling" stand part of the Paragraph.—The Committee divided:

Ayes, 4.	Noes, 5.
Captain Fenwick.	Mr. Benson.
Captain Grice-Hutchinson.	Captain Bethell.
Colonel Lockwood.	Major Darwin.
Lord Edmund Talbot.	Colonel Murray.
	Mr. Woodall.

Question, That the word "small" be there inserted,—put, and *agreed to.*

Other amendments made.

Paragraph, as amended, *agreed to.*

Paragraphs 17—18, amended, and *agreed to.*

Paragraph 19, *agreed to.*

Paragraph 20.—Amendment proposed, in line 6, after the word "especially," to insert the words "notably in large standing camps"—(Captain *Grice-Hutchinson*).—Question That the proposed words be there inserted.—The Committee divided:

Ayes, 3.	Noes, 3.
Mr. Benson.	Captain Bethell.
Captain Grice-Hutchinson.	Captain Fenwick.
Colonel Murray.	Lord Edmund Talbot.

Whereupon, the Chairman declared himself with the Noes.

Another Amendment made.

Paragraph, as amended, *agreed to.*

Paragraph 21, *agreed to.*

Paragraph 22, amended, and *agreed to.*

Paragraph 23, *agreed to.*

Paragraphs

Paragraphs 24—25, amended, and *agreed to.*

Amendment proposed, That the following New Paragraph be inserted in the Report:

"The evidence given before your Committee shows that there are many men in the Army well qualified, on leaving the colours, to perform clerical work such as is now allotted to the 'abstractor' class in the public offices. It is clear, however, that in the competition examinations upon which clerks of this class are appointed, such men compete at a disadvantage with younger men, whose education has more recently been finished, and who, in many cases, have had practice in doing examination papers. Their inferiority as competitors in an examination does not, in the opinion of competent witnesses, indicate any corresponding inferiority in education, in intelligence, or in fitness for the work of this branch of the public service. Your Committee, therefore, recommend that the experiment should be tried of reserving a certain number of appointments of this class for competition among soldiers leaving the colours, subject to the existing limit of age, which would at present apply in their case, and subject also to the successful candidates passing a standard to be determined by the Civil Service Commissioners. Your Committee are of opinion that this could be done without risk to the efficiency of the public service, and that it would be likely to increase the attractions of the Army for young men of intelligence and fair education. Your Committee believe also that the same considerations apply to the Second Division of the Civil Service, and they recommend that a small number of vacancies in the Second Division should be reserved for the competition of holders of First Class Education Certificates among themselves, as is now done in the case of boy clerks in the Government Offices under the Order of 1876. It has further been urged upon your Committee, that in the case of all appointments in the public service for which reserve soldiers are likely to apply, and for which there is a qualifying non-competitive examination, the possession of a Second Class, still more of a First Class Army Education Certificate, should excuse competitors from further examination. Whether this suggestion can in practice be adopted is a question for the Civil Service Commissioners, but your Committee earnestly commend it to their consideration, and believe that, if it is found possible to adopt it, it will act as an inducement to reserve and discharged soldiers to apply for some situations for which they are well fitted"—(Mr. *Benson*).—Question, That this paragraph be inserted in the Report,—put, and *agreed to.*

Paragraph 27, amended, and *agreed to.*

Paragraph 28, *agreed to.*

Question, That this Report, as amended, be the Report of the Committee to the House,—put, and *agreed to.*

Ordered, To Report, together with the Minutes of Evidence and an Appendix.

EXPENSES OF WITNESSES.

NAME OF WITNESS.	PROFESSION OR CONDITION.	From whence Summoned.	Number of Days Absent from Home, under Orders of Committee.	Allowance during Absence from Home.	Expenses of Journey to London and back.	TOTAL Expenses allowed to Witness.
				£. s. d.	£. s. d.	£. s. d.
Arthur Harris - - -	Secretary, Labour Protection League.	Woolwich - -	1	- 5 -	- 5 6	- 10 6
William Kay - - -	Contractor - - -	Sunderland - -	3	6 6 -	3 17 8	10 3 8
				TOTAL - - - £.		10 14 2

LIST OF WITNESSES.

Friday, 22nd March 1895.

	PAGE
Sir Henry Oakley	1
Mr. John Steele	7
Major-General Edward Robert Festing, F.R.S.	9

Tuesday, 26th March 1895.

Sir Francis Mowatt, K.C.B.	12
Mr. Henry Lambert	16
Major W. E. Gilbert	18
Superintendent William Davis	21
Captain Stopford	24

Tuesday, 9th April 1895.

Sir Charles Wilson	27
Mr. C. S. Loch	32

Tuesday, 30th April 1895.

Mr. Arthur Harris	37
Mr. William Key	44

Thursday, 16th May 1895.

Mr. William Henry Sharpington	48
Mr. Joseph Randall	53

MINUTES OF EVIDENCE.

Friday, 22nd March 1895.

MEMBERS PRESENT:

Mr. Benson.
Captain Bethell.
Mr. Brookfield.
Sir George Chesney.
Captain Fenwick.
Captain Grice-Hutchinson.
Colonel Lockwood.
Colonel Murray.
Viscount Wolmer.
Mr. Woodall.

SIR GEORGE CHESNEY IN THE CHAIR.

Sir HENRY OAKLEY, called in; and Examined.

Chairman.

1. YOU are, I believe, the General Manager of the Great Northern Railway?—Yes.

2. You also, I think, represent the Railway Association?—Yes, I am honorary secretary of the Railway Association.

3. Therefore, you are enabled to speak pretty generally as to the views of the companies?—Yes. Of course I cannot speak from a detailed knowledge of what is happening on other lines, but I can speak generally the views of the railway companies with regard to this subject.

4. You are aware that the subject which we are engaged upon is the question of the employment of discharged soldiers and sailors?—Yes.

5. And with regard to soldiers, not merely old soldiers who have served for a pension, who are now quite an exception to the rule, but soldiers who after a short service in the ranks are transferred to the Army Reserve?—Yes.

6. The number of these soldiers now is about from 18,000 to 20,000 a year, who are so transferrred to the Reserves, and representations have been made in a great many quarters that they find great difficulty in obtaining employment; they have been removed from civil life during the critical six years of youth when other labourers are establishing an interest for themselves in the labour market; they came in as strangers, and have had no skilled instruction, and therefore they are placed at a great disadvantage. We have understood that some large employers of labour, sympathising with their position, find means of employing discharged soldiers, Reserve soldiers that is to say, to a very large extent, and we understand that you have taken rather an active part in this movement?—That is so.

7. You have been already, I believe, in communication with the War Office authorities?—Yes.

Chairman—continued.

8. And especially with the late Mr. Stanhope, when he was Secretary of State for War?—Yes.

9. Will you kindly give an outline of what has been done in this matter, so far as you are concerned?—We, the Great Northern Company, have employed short-service soldiers since the year 1870. We took them in limited numbers. There was then no general question raised of their employment, and no records were kept up to 1890 of the number of men which we had in our service. They were treated as ordinary applicants, and no record was kept of whether they were discharged soldiers or not. But from 1890 we have had a large number of applicants, out of whom we have selected a certain number. You will quite understand that we cannot employ a very large number at any one place, because they have to leave to join their colours for a month or so, and therefore we can only take a certain percentage of the staff at any particular station, so that we might avoid disturbing the work during the time those men had to join their regiment, or at all events join for their training. Therefore, we have spread them, more or less, all over the line. Up to May 1890, we had 301. In the year 1890 we appointed 64; that was the first time when the question was brought prominently forward. In 1891 we took 200; up to May 1892, we took 37; that is for the four months; and up to the end of June 1894 we had 250 more. So that we have appointed, from 1890 to 1894, 551 men. Well, the history of the men, and the results of their appointment, practically works out in this way. The reports I have from our district agents, men who look after

Chairman—continued.

after from 70 to 100 miles of railway, I will give you presently; but, dealing with the figures first, I find that a certain number declined to join; that is to say, they did not like going into the country, or for some reasons of their own; or they might have got better berths; 45 of them declined to join.

Colonel *Lockwood.*

10. After appointment?—Yes. Then another certain number resigned; you may take those practically as about 120. They resigned after having served on an average 119 days. The longest time that any man who resigned served was 379 days. We knew from information which the men gave us that they had got better berths; that they had become caretakers, for example, caretakers of board schools, for which they are certainly eminently suitable. Then there were dismissed for misconduct of one sort and another, about 40.

Chairman.

11. From first to last?—From first to last. The dismissals were of these classes: Under the influence of drink; drunk and asleep on duty; out of the whole lot dismissed they numbered five; absent without leave (one unlucky fellow was imprisoned; he got locked up because he was drunk), there were about five. Then there were sundry others dismissed for misconduct, general neglect, leaving without giving notice, refusing to take duty as ordered, immoral conduct, or general irregularities; those classes of offences made up the difference between those who were dismissed for being drunk, or being in drink, or absent without leave. Then I sent to all our districts to ascertain what the views of the men who were their immediate superiors were as to how these men shaped to the work of railways; and if you will allow me I will read you some of the answers: King's Cross, Passenger Department.—"With occasional exceptions the men are smart, trustworthy, and discharge their duties satisfactorily." In the Parcels Department they are said to be "useful steady men, quite as careful and intelligent as other men." In the Police Department the report is that the men "are somewhat given to malingering, and with a tendency to drink, but if they get over the first 12 or 18 months' railway service they make useful men." Our man at High Barnet says: they are "smart, careful, intelligent, and steady, make good railway men." At Wood Green, which is another station about six miles out, they are said to be "intelligent, but require a deal of looking after." Then at Hatfield the report is that they are "steady, careful, intelligent, and good servants; do their work satisfactorily." Then at Luton our man says, they are "not altogether suitable, shirk work, some are careful and steady, intelligent," and he adds, "but know too much."

Colonel *Lockwood.*

12. Old soldiers?—Yes, the report from Peterborough says that they are "very good men," and advocates "their employment as railway servants." Our Grantham man says they are "smart, intelligent, and accustomed to discipline, good class of men for railway servants."

Captain *Bethell.*

13. Are these the station-masters reports?—The stationmasters or the district agents, the men who have the immediate supervision of the men at the stations. At Retford we get more into the goods district, and you will see the difference in the descriptions of the men; they are said to be "not so careful, intelligent, or steady as agricultural labourers, who make the best railway men." At Doncaster the report is "fairly intelligent, some good workmen, but generally speaking not so good as agricultural labourers." In the coal department at Doncaster it is said "these men work fairly well; they are more efficient as signalmen, but are not inclined for heavy work." We have found that they do not do well in a goods shed, where they have to lift a sack of corn or anything heavy, and they do not like the hard physical work. Our Leeds agent says, "as a rule do not make good railway men," that is, for goods purposes; "do not like hard work, and some drink." The best men as soldiers are from cavalry regiments and officers' servants." Now as regards Lincolnshire, Boston says the men are "intelligent and active but not thoroughly industrious where the work is heavy and continuous"; and another agent at Lincoln says that they are "quite satisfactory, punctual, obedient, and smart." At Spalding, another Lincolnshire station, they are said to be "fairly good as porters where there is no goods work." At Melton, taking our Leicestershire stations, the report is from the district agent; therefore he covers several stations. "Where employed the duties have been performed fairly well," but they are not fond of goods work. I got that information of course for our own guidance to see whether the class of men we were employing were really such as it would be wise to continue in employment. On the whole we are satisfied with the statements; and the result of the inquiries which I have personally made leads me to the conclusion that on the whole they are as good as any other men, as well conducted, better disciplined, and, put to work that they like or will undertake, they do it as well as, or better than, the untrained men from the country; but they do not like the hard work of the goods shed, where they have to lift sacks of grain and heavy articles, and run along a platform with barrows full of goods; it is a sort of fatigue work that they do not like. On the other hand, on a platform, where they are accustomed to deal with the public, or in a signal box, where a quiet sententious sort of man is the best class to put, they do very well; and in London, where we put all the cavalry men, the fine tall fellows, and turn them into policemen, they do extremely well. Now and then one man will break out; he will meet some comrades and go and liquor up at the nearest publichouse and not come back quite in the condition he ought to be in; but, on the whole, the men are certainly, a very large percentage of them, fit for railway men, and will make good servants.

Chairman.

14. For the purposes of obtaining these men, what sort of procedure is adopted with a view of letting the Reserve soldiers know?—The War Office circulated some time ago to the headquarters

Chairman—continued.

quarters of all the military stations in the country where the men were discharged an intimation that if they would send notice to the nearest railway centre, say Birmingham, Manchester, London, or any of the large towns where the men were taken on, their applications should have the fairest consideration. We agreed, at a meeting of the railway companies in the year 1890, that we thought that was the best way of getting the men spread all over the country.

15. The men you have been referring to are all what would be termed railway servants, I think, not labourers?—No, not labourers; railway servants; men in uniform.

16. Have you any information as regards the number of labourers who are also soldiers?—No, I should not get that; I should not know that, because they would be taken on by the man in charge of a yard, or whatever it might be, as he wanted extra hands. I can only speak with the knowledge of those who are selected and passed by the directors and clothed in uniform.

17. You speak of occasional outbreaks of intemperance?—Yes, little outbreaks of intemperance.

18. Do you connect that in any way with the idea of Reserve pay to the men?—No.

19. That does not come under your notice?—No, and that is not alleged. They do not drink because they get their money; they drink because they meet old comrades, and they go over and have a glass, and from taking one glass they take another. It is simply the temptation. We do not assert, and really cannot connect, the receipt of their quarterly payments with their outbreaks at all.

20. In giving us those details of the number of men who have been failures, have you compared that proportion at all with the proportion of civilian servants who are failures?—Yes; it is rather a greater proportion than the ordinary civilian servants; but then I should say that we take the men preferably from the country, young men beginning life. The railway pay is better than they get in the country districts; and though some of them, if they are sent to a big town, do not like the smoke and dirt, and leave, still they feel that they have improved their position, and are more desirous to stay than to leave; there is not so much recklessness about them.

21. That is civilians?—Yes.

22. In speaking of the Great Northern Railway in particular, the number of men you have taken from first to last would be, how many?—Five hundred and fifty-one since 1890, from 1890 up to the end of June 1894.

23. Are you aware at all what has been done on other main lines of railway in this respect?—No, I did not know, of course, till I came to-day, what point you wanted information about; but I am quite sure Mr. Harrison of the London and North Western Railway, or Mr. Turner of the Midland, or Mr. Lambert of the Great Western, would be very happy to come to you and tell you their experience.

24. Supposing that every railway company were to take the same active share that you have in the matter, the total number of men employed in railways alone would be some thousands?—Yes, certainly. We thought, when we discussed it in 1890 with the War Office authorities, that probably from 1,000 to 2,000 men a year might go on the railways.

25. That would be a very sensible proportion of the whole number of men passed into the Reserve?—Yes. I daresay you have the evidence which was given at that time. There was a meeting with Lord Brownlow; if you have not got it I can give you a copy. Here is a print of the discussion at the War Office, when we were first asked to deal with this subject; Lord Brownlow was in the chair (*handing in the same*).

26. Do you consider that at present the agency provided for bringing these Reserve men into communication with employers of labour like yourselves is sufficient for the men to get full information of what possibilities of employment there are?—No, I do not think, speaking from our own experience, that the men come with a sufficiently well-defined character from the regiment; they come to us, to a large extent, as ordinary applicants; and if they are sound in wind, limb, and eyesight, and can read and write, and have good characters, they are taken on in turn with the others, without regard to their previous occupation; but taking the view that you put, I think that if the commanding officers, or those who have control of the men at the time of their discharge, brought them prominently forward, then the men would have a much better chance of getting selected. One of the regiments in London, one of the Guards, sent me a list of men, some two years ago, who were leaving the regiment, stating how old they were, how long they had been in the regiment, their height, and character; and we selected from that list (it was a good opportunity) a certain proportion that we felt we could take. Now, if when men are discharged a list of that sort could be sent round to the headquarters of the railway companies, it would be a very good thing, I think, for the men at all events, and it would certainly be an aid to the railway companies, because there would be the *imprimatur* of authority as to the character of the men.

27. My question was rather whether, so far as you are aware, the men are fully acquainted with the opportunities possibly available for them?—I could not answer that. I do not know.

28. When they come to you, or to your officials, for employment, do they come with any sort of certificate?—Yes, they always bring their discharge.

29. But they bring that of their own motion; they are not sent to you; they come of their own accord?—Yes, to a large extent. Now and then we get them sent, and if they are recommended to us from the country, we send the men passes to come up to London for examination. We examine them. As I just now said, they must be sound in wind and limb and eyesight, and we have an old army doctor to examine them, who examines them as to their physical condition and as to their eyesight. Then they are required to sign a form and show their handwriting, and then, after that, supposing they fulfil all the physical qualifications, their testi-

Chairman—continued.

monials are read and considered. If there is any doubt about them we do not take them.

30. Then if a man is discharged, say at York, would he have to come down to London?—So far as we are concerned, he would; but if the commanding officer at York said that he had a man who was fit for railway service and desirous to enter it, we should send that man a pass to come to London.

31. You would give him a pass?—Yes, or send the colonel a pass to give him.

32. But you do not take them on on the recommendation of the local officer?—No, because we examine every man before we appoint him to what I may call the permanent service; and for obvious reasons. It would not do to take an incompetent man. A flat-footed man, for instance, will not do for a porter, because he cannot jump; a ruptured man will not do because he cannot lift a heavy weight; a short-sighted man will not do because he could not see a train, or the colour of a signal; and then, again, colour blindness would disqualify him. The men are always tested for colour blindness, so that we may be sure he can distinguish red from green. That protects us for signalling. Then long sight is necessary for a man to see the signal arm at danger at a proper distance. Every man who enters the permanent service is subjected to that sort of examination. He is not so subjected if he is only to be employed as a casual labourer; then he is only taken on, and discharged when the work is done.

Captain *Bethell.*

33. Have you a limit of age?—Yes, under 30; 30 is the age; but if a man has had experience which we think would make him useful we take him up to 32 or 33. They must be 5ft. 7in. in height; sound in wind, limb, and eyesight, of good character, and not exceeding 30 years of age.

Chairman.

34. Have you any figures as to the proportion of applicants from the army who are not qualified according to your standard?—No, I have no figures as to the proportion; but I daresay I could get the information if you would like to have it.

35. It would be useful, I think. And could you inform the Committee what proportion at present this number that you have of military employees bears to the whole of your staff?—A very small proportion. I should think we have 15,000 or 16,000 appointed men.

36. Of whom only 300 or 400 are soldiers?—We should not like to get more than a couple of thousand in in any case, because we should be afraid of too serious a disturbance of our work in the event of their all being called out.

37. You spoke, in the earlier part of your evidence, about the reason for distributing the men; which was, because of their liability to be called out; but, as a matter of fact, have they ever been called out?—Yes.

38. *En masse?*—Not to inconvenience us. Now and then I have heard that a certain station was short-handed, and have had to send a man there because two or three of the men had gone away to their drill for the year. That is the reason why we do not congregate them, or rather

Chairman—continued.

aggregate them. I suppose, if we employed 30 men at a station, we should not put more than two or three reserve men there.

39. But I think you were under some misapprehension in supposing that the reserve men have ever been called out, except once?—Perhaps so.

Mr. *Brookfield.*

40. Would it be the militia that you are thinking of, reserve men who happen to be in the militia?—It may be so; I do not know the reason, of course.

Chairman.

41. I do not think the reserve men pure and simple have to go out?—Have they not to go out every year?

42. No; that is probably a mistaken supposition about the reserve men, that they are called out annually?—Then I suppose I may be mistaken; it might have been the militia.

43. Probably it was the militia men, who are called out once a year?—No doubt. But there has been no inconvenience from it. I am simply talking about inconvenience, so far as we are concerned, resulting from the men being called out from any cause; but, at the same time, with that liability I do not think I should like to put too large a proportion of the staff of reserve men at one place, because it would create a disturbance in the work, which might inconvenience the public.

44. But in any great crisis that involved the reserves being called out I suppose generally our social arrangements would be very much upset?—That is what we feel: that if there was any crisis to bring out all the men, there would be a great many things disturbed besides those men. That is the view we have taken in connection with the horses. The Government register a certain number of our horses every year for public purposes, in the event of invasion or any serious tumult. We say, of course, that at a time like that we shall be glad to have our horses employed at something useful, because there will be no work going on.

Colonel *Lockwood.*

45. Your ideas of the relative value of old soldiers and civilians so agree with my own that I have no particular question to ask you; but there are one or two small questions I should like to put. You gave as a percentage of those discharged five out of the 45 as drunk and five as absent without leave?—Yes.

46. I suppose those are really, practically, the same?—I expect so.

47. Therefore, that five out of the 45 drunk means men drunk on duty, really?—Yes.

48. As to the reports of stationmasters and others that you kindly read, are any of those officials old soldiers themselves?—None.

49. Therefore we may take that as a fair account of what they think of the men; they are not prejudiced in favour of or against them?—No. Of course, some men take peculiar views, and do not like old soldiers. When I have to talk to them occasionally about the men I try to disabuse their minds of that. I say that an old soldier is at least as good as anybody else if he

is

Colonel *Lockwood*—continued.

is a decent respectable fellow. But there are some men who have a prejudice against them

50. And now with regard to the pay; does a rustic taken from the plough and a discharged soldier both enter your service at exactly the same rates of pay?—Yes; supposing they are employed in London, they would begin at 17*s.* or 18*s.* a week for the first year, rising to 19*s.* for the second year, and to 20*s.* for the third year; then, after that, it goes by promotion. A signal man may go up to 30*s.* a week; or if a man gets to be a foreman porter he will get from 23*s.* to 27*s.*; there are plenty of chances for promotion for a steady and reliable man. And they get their clothes also.

51. There is no difference in the pay?—No, both start alike.

Chairman.

52. No reduction is made for reserve pay?—No.

Captain *Bethell.*

53. I rather understood that there was an association which professed to send men and give the characters of men to various employers; do you know anything about it?—There is such an association in London, I know, because I happen to have got my house servant from them.

54. But I understand that they do not send in to you names of men who have come upon their list; we rather understood from the evidence we had last session that this association ascertained the characters of the men, inquired into them generally, and then submitted lists to various employers?—I do not think they send to us; at least I have not seen them. They have done so to me privately, because they have found me a man once or twice for my own private purposes.

55. Have you got any sailors employed so far as you know?—No, we are rather out of the water way. The London and South Western, or the London Brighton and South Coast, or the Great Western companies would do that.

56. You do not even have applications?—No, very few.

57. Your limit of age would rather shut them out, I suppose?—No, we should rather like sailors, they do well in the goods department; they are handy men, they can turn their hands to anything.

58. I mean to say that their first period of service does not expire until 29 or 30?—I did not know that.

59. However, they have not come under your notice; you have had no applications to speak of?—No.

60. I suppose you are obliged to have among railway servants proper strictish discipline?—Yes.

61. And in that way the soldiers do prove advantageous in many ways, I presume?—Yes; you may sum it up in this way: that they make very good men, except the proportion who drink.

62. It seems curious that they should fall into drink?—It is not curious; they meet some old comrades.

63. One would have thought that the young men you get in towns, in the earlier part of their lives would have had just as much temptation to take to drink?—They come in younger, and they would not have the experience of the old soldiers.

Captain *Bethell*—continued.

Mr. *Woodall.*

64. If I call your attention to the evidence of Sir John Adye, who is president of the association to which the honourable and gallant member alluded (*handing the same to the Witness*), I think you will see that the association has been brought under your notice?—Very likely. I had forgotten the circumstance.

Captain *Grice-Hutchinson.*

65. I think you said that the only thing you had to depend upon was the parchment certificate of discharge?—Probably the colonel, or captain of the company, would send in a letter also to say that he had known private so-and-so for so many years, that he had been in his company, and was a man of very good character, never sick, and so on.

66. Do you get any letters of that kind from the commanding officers at all?—Yes, now and then. They are generally about the cavalry men, the London men, those men in immediate touch with us; especially the men I was alluding to as policemen.

67. I suppose that any recommendation of that kind would strengthen an application?—Certainly.

68. Do you apply to the regimental districts at all for these men?—No, I do not think we apply to anybody. The letter referred to by Mr. Woodall from Sir John Adye was, I think, in reply to a letter from me.

69. There are such facilities, I believe, as register books, kept at the various depôts; you do not make any use of them?—We never have any lack of candidates. The men come every week on Tuesday for examination, and they are examined, and passed by the directors on Thursday. Every man passes before the directors, who look at his character and see the style of man he is before he is appointed to what we call the establishment for service.

70. When you said that if you employed too many of these men there might be disturbance and a certain amount of disquiet, were you referring to the trades unions at all?—No, I did not mean it in that sense. Supposing we appointed an undue proportion of these men at any one place, if they were called out the work at that place would be disturbed. That is the sense in which I used the expression.

71. You have never had any objections raised on the part of the Amalgamated Society of Railway Servants, for instance?—We should not notice it if we had; but we have had none.

Mr. *Brookfield.*

72 When railway servants began their day's work and go to their allotted task, are they paraded in any way, or do they all go singly?—They go singly; but their time of arrival is entered by the foreman or inspector on duty; he is, in fact, one may term it, a sergeant to see the men whom he has to control when they come on duty.

73. Does he form them up in line and look at them?—

Mr. *Brookfield*—continued.

them?—No, they march in. Supposing they are in the yard as shunters or in the goods sheds for unloading trucks, or any work of that description, there is a foreman appointed over them, who sees them and enters in his book daily the time each man comes and the time he leaves. In large stations, like King's Cross, there is an office through which all the men go, where they give their names, and the clerk posts their name, and looks at the clock to see what time they come.

Colonel *Murray*.

74. Do you find that any of the retired soldiers who come to you have any special qualifications for railway work (such as a signal man) beyond the hard manual work?—No, railway work is a speciality; some of them acquire it very rapidly. For instance, if you take a signal man, a man will serve as a porter for a few months and then apply to be made a signal man. Then the course is this: he is sent to a depôt to learn signalling, and the electric telegraph; he is paid his wages during the time he is there; and we say he ought to be able to learn it in three weeks or a month. At the end of that time he is examined. If he has acquired sufficient knowledge he is sent to a signal box with an old hand, and the old hand teaches the young one the practical work of signalling the line. Then as soon as it is reported that he knows it theoretically and practically, he is put to a small signal box on a branch.

75. And the labourer and the soldier start on equal lines?—Precisely.

76. But, perhaps, the soldier is rather handicapped as compared with a man who is brought up on a railway from a boy, who has advantages?—Yes, of course.

77. Then my point is this: would it be any advantage that the soldier should have learnt something during his service which would give him a special qualification?—Of course it would; he would be so far forward in his education when he came.

78. Now I would ask, what are the particular points that he could learn during his soldier's service that would give him an advantage on starting?—Only the familiarity of railway work in the yard.

79. And signalling, perhaps?—Yes, that is to say, the working of the electric telegraph.

80. That would be possible?—Yes, that would be a great advantage, no doubt. It would give a man a start, certainly, and it would put him before any entirely uneducated man.

81. Or are there any further advantages in such education at all, say for a signalman?—A signalman, as I said just now, requires to be a particular class of man. You do not want a very active-minded man for a signalman; you want a quiet sententious sort of fellow who will do nothing but think of his signals. If he begins to dream he is very apt to neglect his signals. Signalmen are a highly respectable set of men, and the most reliable men, I should think, in any service in the world.

82. And would any points of personal character of that kind which were mentioned in the character that the commanding officer gives, be an advantage?—No doubt. But a man would

Colonel *Murray*—continued.

not be put on as a signalman, or taught signalling, when he first came; he would have to get accustomed to railway working, and to know the difference between different classes of trains; because the signalman has to define to the man he advises, not only that a train is coming, but what class of train it is: whether it is a fast goods, or a slow goods train, a cattle train, a fast passenger express, or a slow passenger train. He would have to be accustomed to railway work before he would be fit to take the initial step of learning the theory of signalling.

83. Might I ask one other question; if he knew anything about book-keeping, would he start with better advantages on the railway?—Undoubtedly, because he then probably, supposing he was put in a goods shed, would make a checker very soon. A checker is a man who enters briefly the goods that arrive in a truck, or the goods loaded in a truck. Suppose it is truck No. 10,000, and there is a bale for Johnson, another for Smith, and a parcel for Jones, and so on; there is a man who stands at the mouth of the truck, who makes a record at the time. Now an educated man does that well directly, and then he gets forward to 23*s.* or 24*s.* a week.

84. A small knowledge of book-keeping would be an advantage to him, then?—Yes.

Captain *Fenwick*.

85. The numbers that you have given us refers solely to reservists, I think, and not to pensioners?—I am afraid I do not know.

86. Only to men receiving reserve pay, I mean, or chiefly?—I do not think I could answer that. The pensioners would be more than 30 years of age, would they not?

87. Yes?—Then distinctly they are reservists.

88. From what branches of the service do you find the best men for railway servants come; have you noticed that at all, whether it is from cavalry, or infantry, or artillery?—Yes. The cavalry-men are better men on platforms, and where they have to deal personally with the public. The big men, I must explain, we make policemen of.

89. And as a large employer of reservists you would like to see the characters given to the soldiers on their discharge more definite and not so general as those given now?—That might of course, to some extent, interfere with your military regulations.

90. But if it was possible, you would like to see more definite characters given?—Yes. What we should like to see would be a character from somebody who knows the man, and not simply a character given officially from the regiment.

91. And from what you have seen of the soldiers in your employ, do you think that they would be fit to obtain their fair proportion of promotion?—Undoubtedly. I should think of the men who stay the soldier would get a better share of promotion.

Mr. *Benson*.

92. Do I correctly understand that you do not take on any men over 30 years of age?—Yes, unless he has had some special knowledge of railway work, or of something specially required

Mr. *Benson*—continued.

quired in railway work; for instance, a man accustomed to the telegraph, and who had given a couple of years to it; but, ordinarily speaking, if he was an uneducated man from any class we should not take him if he was more than 30.

Viscount *Wolmer.*

93. Do you get many applications from reservists who have not learnt anything of railway service, who have been artizans?—No, I think not.

94. Anyhow, they do not say whether they have been so?—They do not state that.

Chairman.

95. I gather that you do not get any soldiers for your clerical establishment?—Not unless they show adaptability such as I have explained. They start as checkers, and then they may get to be invoice clerks, but I do not think any large proportion of them.

Chairman—continued.

Colonel *Murray.*

96. Is there any trade which would be an advantage to the soldier in railway work?—No, I think not. The railway man is a class by himself; it requires a special knowledge, and, you may put it more than that, a knowledge of his district as well; for instance, a man in a coal district would have an entirely different class of work from a man in a manufacturing district; and, again, in an agricultural district he would only see grain, potatoes, heavy mangolds, and all that class of work, in and out. In a manufacturing district he would have bales and cases of goods condensed, and more or less valuable. In a coal district, of course, he could only have coal.

Mr. John Steele; Examined.

Chairman.

97. You are, I believe, Chief Inspector of the Excise Department?—Yes.

98. You will perhaps be able to tell us to what extent your department affords an opening for the employment of discharged soldiers; by discharged soldiers I mean not pensioners, but young men who are transferred to the Reserve on the completion of a few years' service with the Colours?—What would be the ages at which they would be discharged, may I ask?

99. About 26?—You see that age is above the maximum age, which is 22, at which we allow young men to come into the department.

100. Perhaps you will first explain to the Committee what is the class of employment that your department embraces for uneducated people?—We have, of course, work in connection with charging spirit duties, beer duties, and licences throughout the country.

101. All over the country?—All over the country; England, Scotland, and Ireland.

102. What is the total strength of your establishment?—Very nearly 4,000.

103. That includes Ireland and Scotland?—It includes Ireland, Scotland, and England.

104. Not the Channel Islands?—No, not the Channel Islands; the Customs have to do with the Channel Islands.

105. Do the men enter on a regular scale and rise in the department?—Yes.

106. Do they all enter at the bottom?—They all enter at the bottom.

107. At what rate of pay do they enter?—They begin at 50*l.* a year.

108. What is a man called when he enters your department?—He is called an assistant of Excise.

109. And he gets about 1*l.* a week?—He gets about 1*l.* a week; but I may explain that in addition to that he has what we call an officiating allowance. When he is employed officiating for, say, a sick officer, or an officer on leave, he gets 2*s.* a day.

110. But ordinarily, if he is acting in his own capacity, he gets 50*l.* a year?—He simply gets

Chairman—continued.

50*l.* a year; that is what we call the commencing salary.

111. Is it paid quarterly or monthly?—Monthly.

112. Does he get any quarters, or any other allowance?—No, he gets no allowances beyond that when he is officiating.

113. He finds his own accommodation?—Yes.

114. Where is the appointment made; in London, or how?—For an appointment, of course, he has to compete before the Civil Service Commissioners; and, if he is successful, then we put him on a course of instruction at a distillery, according to the particular part of the country in which he is. We take the nearest distillery, and allow him to go through its course, which is a short course of six weeks, so as to familiarise himself with the ordinary details.

115. Is the competition held in London?—The competition is held in various parts, London, Edinburgh, Dublin, Glasgow, and other places.

116. But the same test is applied to all?—Yes, the same test is applied to all.

117. That is to say, the examination is arranged for in London?—It is held on one particular day.

118. Is the same examination sent to all the out-stations?—Yes.

119. And the competition is absolutely open to the public?—The competition is absolutely open to the public.

120. What is the limit of age for a competitor?—They cannot compete before 19, or after 22, years of age; it used to be 25 until a few years ago.

121. When a man has gained a place in your department, a junior servant does not, of course, act independently; he is working in some respects under rules and discipline, and under the supervision of others, I imagine?—Generally in the first instance, after he has gone through his course of instruction, an officer may be absent on sick leave or private leave, and he may take his place. We have a supervisor who controls so many officers, and of course

Chairman—continued.

course, when this assistant is doing an officer's business, he is controlled by that supervisor, who is a superior officer.

122. And the total establishment, you say, is about 3,000?—Nearly 4,000.

123. How many vacancies in a year do you have, on an average?—It depends on circumstances. You might take an average, perhaps, of 80.

124. And how often are the competitive tests held in a year?—At present once a year, in May.

125. And up to what point can a man rise in the Service?—He may rise to be deputy chairman, with 1,500*l.* a year, and secretary at 1,200*l.*

126. But, as a matter of fact, would a man entering this lower grade rise to that?—Yes, we have had recently a deputy chairman from the ranks. I passed through all the grades myself, and my salary is 1,000*l.* a year.

127. Besides this department, which is a specially educated and skilled department, have you any establishment of subordinates employed in the department?—We have mere office keepers; we have what we call coalporters in Somerset House, and we have office keepers, caretakers of offices. We have preventive men, but very few of them. Beyond those, all our men pass through the ordinary tests, and are educated men who have to learn the practical work from the beginning upwards.

128. Then, as I understand, you have really no opening for the employment of a discharged soldier who has reached the age of 24 years, and who might not be able to pass any competitive examination?—We have scarcely any. The nearest that we have to that is preventive men, who are employed wholly in Scotland, and they have to pass a simple examination; but there are only 17 of them altogether; they merely walk about with the officers to detect smuggling amongst the hills in the Highlands. I may say that we employ Navy pensioners to a very small extent, some 18 of them; and those are mostly coalporters; there are some 13 of those coalporters. There are three Army pensioners: one is a messenger at the head office, and two are messengers at Edinburgh. We have two police porters, a messenger at Liverpool, and a watchman at one of our warehouses. These are all we employ of pensioners.

129. I am afraid, then, that our Committee will find very little opening in the Excise Department?—I am afraid so.

Captain *Grice-Hutchinson.*

130. I suppose if there was an alteration in the rules of age, say, that a reservist could be admitted up to 26, then a man who came in and got an appointment by competition would run a chance with the rest?—Yes.

131. The only bar is the limit of age?—Yes.

Mr. *Benson.*

132. In some departments of the Civil Service, I think soldiers have this privilege: that where there is a maximum of age for competitors, a soldier is allowed, I think, to deduct his years of service from his age; so that, for instance, supposing the normal limit of age for competitors to be 22, a man who had served six years in the Army would be allowed to enter up to the age of 28; that does not apply to your department, I gather?—It does not apply to our department.

Mr. *Benson*—continued.

133. Would there be any insuperable objection to the same allowance being made in your case?—We like to get a man young, comparatively young, because we have technical and chemical processes to superintend; and I am afraid that the older we get a man in the less use he would be to us. We have very technical work in connection with brewing and distilling.

Colonel *Murray.*

134. You said that there were three men who had been in the Army, I think?—Yes, three pensioners; there is one of them at the head office, who is a messenger at Somerset House, and two at Edinburgh.

135. Do you happen to know whether they went under a Civil Service examination, or would they not go through that examination for that post?—I am not certain.

136. That would not be required?—Yes, it would for a messenger; all messengers go through it.

137. Then those men, I should suppose, were allowed to count their service in the Army, as they were allowed that amount of time, and allowed to enter at a later date than a civilian?—But the limit for messengers is from 21 to 35.

138. There is a further limit, then, than in the other case?—Yes, our limit for officers is from 19 to 22; but for messengers, which these men were selected for, it is 21 to 35.

139. Could you say how many messengers are employed, roughly; whether there would be more openings for soldiers in that line?—There are a few in Somerset House and a few outside, but very few. We have 33 messengers.

140. That is a fair number, and they can compete up to the age of 35?—Yes.

141. And the habits of discipline of soldiers would be an advantage in that position, would they not?—Yes, it would be advantageous, there is no doubt. I have seen these men, and I certainly have been always satisfied with them.

142. And these are the chief openings in your department, probably for soldiers and pensioners?—Yes, seeing that the age limit is so wide, up to 35.

143. Is there any appointment that you happen to think of besides that would be open to them?—I thought your Committee would deal perhaps with pensioners, so I took out a list of our caretakers through the country, and I find that we have fully 100 of them. I may explain that these are caretakers of offices. They have perhaps, according to the locality, two rooms, three rooms, or perhaps four, and sometimes five, according to the importance of the place. These rooms are valued perhaps at 18*l.* or 16*l.*, and sometimes as high as 20*l.*, or even more. They get, in addition to that, sums varying from a few shillings up to 12*s.* or 1*l.*, according to the importance of the office, for keeping it as caretakers. Now I thought that if you had pensioners in these

Colonel *Murray*—continued.

these localities as there is no limit of age for entrance there, and they are merely appointed by the board, possibly in those cases you might find what I might call a sort of home, as it were, for some of these men.

144. And a position of trust?—Yes.

145. Might I ask why you mention the word "pensioners" in connection with that appointment?—Because your ordinary men would not get enough salary there to live upon; but I assume that in the case of pensioners they would have so much money, and what we give them would be, as it were, a help.

146. I did not quite hear what amount you said they did get?—The amounts vary; some of them are very small and some large (*handing a Return to the honourable Member*).

Colonel *Murray*—continued.

147. The amount varies, I see, from 2*s.* up to 22*s.* 6*d.*?—Yes. But what I mean is that a pensioner would have a small amount, and he would get free rooms, and in addition to that, get a little sum for keeping the offices.

148. That would not be enough for a soldier who has not any pension to live upon?—No.

149. But for a reserve soldier who has 6*d.* a day, it might do?—Yes, it might be useful to him.

150. You mentioned that there were 100 of them?—Yes, just about 100.

Chairman.

151. Could you put in this paper?—Certainly, if you wish it.

Major-General EDWARD ROBERT FESTING, F.R.S., called in; and Examined.

Chairman.

152 WILL you state to the Committee what is your official position at South Kensington?—I am Director of the Science Museum, and I also have charge of all the work that is done there in the workshops, and of all the men who are employed in cleaning, ventilation, heating apparatus, electrical apparatus, and everything of that kind.

153. What is the strength of the establishment under your orders?—It varies a little, but substantially I think I may say 50 artizans and 100 labourers. Of course I am speaking now of the works, not of the museum. In the museum in my part, we have about 35 attendants; and in the two sides of the museum, science and art together, I think we have something like 78. I could give you the exact number, if you like, of attendants.

154. Over 200 people altogether?—Yes.

155. But out of those, how many are persons who do not require a skilled technical training?—The 100 labourers require no technical training, except of course in this way, that among those 100 men whom we class as labourers there are a certain number of men who have to do scaffolding and that sort of thing, which requires rather more skill than the ordinary man possesses.

156. The question, as you are aware, that we are considering is how far the employment of discharged soldiers, not pensioners, but discharged soldiers and sailors, can be further promoted?—Yes.

157. And amongst other establishments which we thought might possibly create facilities for the employment of soldiers and sailors was the department of which you have charge?—Yes.

158. You speak of a certain amount of skill being required for scaffolding; is not that precisely the sort of work for which sailors are competent?—Yes, and it is sailors that we generally get for that. I have 12 sailors at present, that is to say, 12 men from the Royal Navy; I have got a few men who have served in the mercantile marine as well; but whenever we want a man who is handy at getting about roofs and that sort of thing, I look through my list of applicants and see if I have a sailor who will suit.

159. Are you in communication with the

Chairman—continued.

agency for finding employment for soldiers?—I actually am not. I have often thought of it, but the fact of the matter is that so many soldiers come to me that I have, I suppose, some hundreds of names down; and therefore I generally have somebody whom I have seen, and could send for. But I have often thought that I would tell soldiers not to come to me any more, and that I would go straight to the society.

160. When a soldier comes to you he brings merely, I suppose, his regimental discharge certificate?—In the large bulk of cases they bring characters from the officer commanding their company or the adjutant, or sometimes from the commanding officer.

161. A character special to them?—Yes.

162. Does it occur to you to be possible, or would it affect your establishment, if you were to make a rule that you would fill it entirely with soldiers and sailors. Would that work?—I do not think I should quite like to go so far as that. As an actual fact I have now got 37 men who have been soldiers, and 12 sailors; but of the former 11 are artizans. Roughly, you may say I have got of soldiers and sailors nearly one-third; I have got 49 soldiers and sailors out of 150 men.

163. Supposing that there was any agency available at which you could ascertain the qualifications of soldier applicants, do not you think that out of the large number of men discharged from the Army there would be that small number of artizans available, say from the artillery and engineers?—We do not always get the men that we want even from the Royal Engineers, as men to work in our workshops. They have not been accustomed to the sort of cabinet-making work that we have to do there.

164. But still, as a rule, you are dependent now for finding applicants upon men who come to you direct?—Yes; and of course this is the sort of thing that often happens: A man who has been with me brings an old comrade of his to get him taken. I have had several such cases; and of course if a man is a good man and brings a comrade I look upon that as rather a good recommendation, and I generally find it so.

165. Still there are now many thousand men

Chairman—continued.

discharged every year, and only a few of those probably are aware of the possibility of getting employment with you?—No doubt.

166. Supposing there were a satisfactory agency for bringing a department like yours into communication with discharged soldiers, do you not think it would be possible to get almost every kind of man you want in a general way, I do not mean to draw a hard-and-fast line?—I do not think I could always get the artizans I want. No doubt for the labourers I could get all I wanted.

167. Yours being a Government establishment, and the soldier having a very strong claim upon the Government to do the best it can for him while he is still in the service, do you see any strong objection to all your labourers being taken from the ranks of discharged soldiers, if the right men are forthcoming?—If the right men are forthcoming, and if I have a perfectly free hand to discharge them as I discharge my men now, I should not object. Now the men join and are taken on according to trade union rules, they are well paid, and I can discharge them at a moment's notice without saying anything to anybody.

168. That would go without saying?—Then there is one other thing. I have, at the present moment, a dozen men beyond my ordinary strength, partly because I have a great deal of work to do, and partly because I have got several men ill; and, you see, taking on men in that sort of way gives one an opportunity of selecting a good man or two to keep on what is practically the permanent staff. And in that way, of course, if one simply tied oneself down to take soldiers from an association, one could not always, perhaps, be quite so sure of getting exactly the man one wants. You see what I mean; I would rather not be bound by too hard-and-fast lines, that is all.

169. You have had, of course, good opportunities of judging between two classes of men, the men who have been in the Army and the men who have not; how do the former strike you with regard to conduct and general reliableness?—We have found that the men we have had from the Army have been very good men as a rule. It is no use blinking the fact that the soldier does often drink, but I do not think I have had more trouble from drunkenness among soldiers than among civilians. I have had a few cases. I had to get rid of one excellent workman who had been a soldier, because he drank; but there have been very few instances. I do not think I have got rid of two from that cause in the last 20 years.

170. You are aware that there are a large number of total abstainers in the ranks of the Army now?—Yes.

171. I gather that the employment in your department is of a fairly durable kind; I see that the number you keep there from year to year is pretty nearly the same?—It varies; every now and then I may have to take on five, six, or 10 men extra, as I have at this moment, but then a number remain very constant.

172. But, in a general way, it is a desirable employment for a man to get, because it is so certain?—It is. Except that there is no pension attached to it, it is generally permanent, as long as a man behaves himself.

Chairman—continued.

173. What does a man begin upon, say a labourer, in your department?—6½*d.* per hour, the trade union rate.

174. How many hours is he employed?—He works 52½ hours a week. Sometimes he may have to do an hour or two more, but 52½ hours is the regular time.

175. And he gets about 25*s.* a week?—28*s.* 6*d.*

Captain *Bethell.*

176. Have you had anything to do with any naval pensioners or naval men?—Yes, I have had 12 men from the Royal Navy, three of whom were pensioners.

177. Do you know at all whether the others were men who had had their discharge at the expiry of their first term of service?—Yes, men who had taken their discharge.

178. Do they do their duties adequately?—They are very good indeed; we find them handy men. My foreman at the shops says he must have a certain number of them to do work about the roofs, and that kind of thing.

179. How do you get them?—They come to me.

180. Nobody sends you their names?—No, they come to me and apply. I have a great number of names down now.

181. Naval men?—Yes, as well as soldiers.

182. When they come to you, do they bring merely their service certificates, or do they bring a character?—They often bring a private character as well.

183. So far as you can recall, without exception have they been satisfactory?—So far as I can recollect I do not think we have ever had an unsatisfactory man from the Navy.

Mr. *Benson.*

184. You have a number of men standing about in the rooms of the Museum, keeping watch over things and directing visitors about, have you not?—Those are policemen, the police do that duty at our Museum; and we also employ a certain number of men who are pensioners from the police, who look after the entrances and doorways, and so on. Our attendants we do not keep to show people about, but to do the work of the place.

185. So far as you know, would there be the same kind of employment in the British Museum as in yours?—I should think it would be very much of the same character. I believe that the British Museum do not take on their men in quite the same way as we do. They have a certain establishment of labourers, but they also have a considerable number of labourers whom they nominally get through a contractor, I believe; but I cannot speak positively about that, of course.

Colonel *Murray.*

186. You have 36 ex-soldiers, I think you said?—Thirty-seven ex-soldiers, and 12 ex-sailors.

187. Can you say whether they are reserve men, or men who have gone through the whole of their service?—A good many of them are reserve

Colonel *Murray*—continued.

reserve men. There are only about eight or nine I think who were actual pensioners when they first came to us.

188. There are three classes of ex-soldiers: There is the reserve man who has gone through seven years or so with the colours; then there is the man who has gone through 12 years; that is to say, his regular service and reserve service; and then there is the old pensioner as well?—Yes, I think there are nine of the men who were actually pensioners from the Army when they came; and as to the rest I cannot give you the exact figures, although I can easily get them for you.

189. You mentioned that the pensioners were the police mostly?—Yes.

190. Did you mean pensioned soldiers?—No, pensioners from the police. That is another class of men altogether. The pensioners from the police do what is rather more akin to police work; that is to say, they have charge of some of the doors and of the turnstiles.

191. Not necessarily having been connected with the Army?—No; they are policemen.

192. You said that 10 of those ex-soliders were artizans?—Yes (actually 11).

193. What sort of trades do they know chiefly; and what is most useful for them to know?—Two or three of them are painters; one of them is a moulder; that is to say, a plaster moulder, a maker of casts; two of them are carpenters, as we call them; that is to say, they are really cabinet makers; and we have a plumber and some fitters.

194. Do you think they come to you, as a rule, as artizans, or are they trained in the establishment?—No, these men all came from the Royal Engineers, except one, who came from a Yorkshire regiment, I think, who was a painter.

195. Have you any infantry men?—I have got 13 infantry men, five guardsmen, three cavalry men, and three Royal Artillerymen.

196. Have the infantry men any knowledge of any trade which would make them specially useful in any way?—Only this one, who is a painter.

197. Are men who come to you from the infantry rejected because of the want of any technical knowledge of a calling?—They would not be rejected; but, of course, if I had a vacancy for a carpenter I could not well put a man on who was not a carpenter.

198. Then if two men came to you, one who was a carpenter, and one who knew nothing but how to lift heavy weight, would you accept him?—That would depend upon whether there was a vacancy for a carpenter or for a labourer. The number of carpenters I can employ is pretty well fixed by the amount of work in the workshops, and the number of vacancies.

Colonel *Murray*—continued.

199. I want to know whether it would be an advantage for a man to come to you with a knowledge of any trade of that kind?—I do not think it would be any advantage; because you see there are probably just the same proportion of vacancies among the artizans as there are among the labourers. I have, roughly, twice as many labourers as artizans, and I have no doubt the vacancies are about twice as frequent in the one branch as in the other; therefore, one may say that the chances are two to one in favour of the man who is not an artizan; but only for that reason simply the number there are employed.

Captain *Grice-Hutchinson.*

200. I suppose you have any amount of applications from civilians besides those from old soldiers?—Yes; it is one of the most terrible things that happens to me to know the number of men that come to me for employment. I suppose hardly a day passes without my having to refuse one or more, and many appear to be very good men.

Colonel *Murray.*

201. I suppose that a great many cabinet-makers come to you?—No, they do not, very much. When a man has a trade, you see, he generally gets an introduction to a foreman. My foreman inquires, and whether he communicates with the union, or what, I do not know; but my foreman generally gets hold of artizans for me.

202. But if a soldier knew something of the art of cabinet-making, would that be any advantage to him?—If he were really a good cabinet-maker, and I had a vacancy, I should be glad to employ him; he would be as good a man as any other, of course.

Mr. *Brookfield.*

203. I have only one question to ask you: Are these various men whom you employ in your department mustered or paraded at the beginning of the day's work?—No, only in this way, that they all have to write their names down in a book at the door as they come in.

204. There is nothing there that would tend incidentally to keep up a man's military instincts if he was an old soldier?—No.

205. He is not marched about?—No, he is treated quite like a civilian. The only thing, as I say, is, that he has to write his name down in a book, and the time at which he comes in.

Tuesday, 26th March 1895.

MEMBERS PRESENT:

Captain Bethell.
Mr. Brookfield.
Captain Grice-Hutchinson.
Colonel Lockwood.
Colonel Murray.
Mr. Pickersgill.
Viscount Wolmer.

SIR GEORGE CHESNEY, IN THE CHAIR.

Sir FRANCIS MOWATT, K.C.B., called in; and Examined.

Chairman.

206. I BELIEVE you are Secretary to the Treasury?—I am.

207. The Committee desire to have the benefit of your opinion in this respect. At our sittings last Session we had the benefit of getting the opinion of Mr. Gleadowe, of the Treasury, the outcome of which was that in order that effective action should be taken on the part of the Government to promote the employment of discharged soldiers and sailors, the initiative, practically, must rest with the Treasury; that is to say, with regard to the various departments, although their representatives have been anxious to assist in this movement, they all imply, or state explicitly, that they must get lead and light from the Treasury on the subject, and that although they are to a certain extent independent, still it always came round to this, that the Treasury must give the lead. As you are aware, no doubt, the question is important in this way: that under the new short-service system, which has now reached its full development, something like 14,000*l.* or 15,000*l.* soldiers are transferred every year to the Reserve. And the difficulty in their case of finding employment is that most of them have been serving abroad, and are cut off from communication with the labour market. But we have received evidence from various large employers of labour, railway companies, and others, expressing their desire to employ these men on patriotic grounds as largely as possible. Still if the Government expects to get the assistance of railway companies and other employers of labour they must set a good example themselves by employing the Reserve men as far as they can. There is, of course, a great distinction between an Army and Navy pensioner and a Reserve man. The pensioners form a very small class. They are men who have served for 21 years, and they are chiefly of a superior class, because they are almost entirely non-commissioned officers. They form a comparatively small class, for the bulk of the men retire when they are young men at the age of 25 or 26. Mr. Gleadowe gave us to understand that the Treasury, I think in February last year, issued a Minute in which they laid down certain rules for the employment of soldiers in all the departments under them who can employ them. Perhaps you will be so kind as to inform the Committee what action has followed from that Minute, if any?—The Treasury has since been in communication with the different departments as to the best way of carrying out the general principles laid down in that Minute. The Treasury was anxious to see Army and Navy pensioners engaged as messengers throughout the public service; but it was found that there were some from particular messengerships in different departments to fill up which the head of that department would prefer to select his men where he liked. We have since issued a letter to the departments laying down the course to be followed for obtaining such Army and Navy messengers as they think they can employ. It has not, however, quite taken an official form, because we only received the letters back from the different departments yesterday. They all approve of it subject to one or two small details which, I think, would not interest the Committee. The rules will shortly be these: "Any department desiring to employ a pensioner messenger will apply to the Civil Service Commission, who will arrange, in communication with the Admiralty or the War Office, as the case may be, for the supply of a qualified candidate;" I should explain that the Admiralty and the War Office say that they can supply the candidate (I am still speaking of pensioners, which is the only form in which the proposal has come before us) "with such a certificate of health, conduct, and intelligence as will make after examination unnecessary." But it was thought better that the Civil Service Commission should keep the list, otherwise there might be more applications to the War Office than to the Admiralty, and the Admiralty and the War Office will supply the Civil Service Commission with the names of as many men as there would be likely to be vacancies

Chairman—continued.

Chairman—continued.

vacancies for in the year. When the department requiring a messenger applies to the Civil Service Commissioners, they will simply give the first from that list; that is to say, turn and turn about. Further, "The Admiralty or War Office, as the recommending department, will in each case certify to the age, health, character, and general suitability of the candidate recommended. No responsibility in this respect will therefore rest with the Civil Service Commissioners. Such pensioners as are now in regular continuous employment as temporary messengers, supplied by the Civil Service Commissioners, will continue their employment under the new regulations if they can obtain from the head of the department in which they serve certificates of satisfactory conduct." I must explain that the Civil Service Commission at present has a temporary list mainly filled by Army and Navy pensioners, and when a messenger is required for a short period in any department one of these men is supplied, say, for one or two months, and so on. Many of the men have been continuously supplied, and the rule I have just read to you is to make them now permanent messengers, having exactly the same position as new men. Again: "My Lords understand that the average number of appointments made as certificated messengers for each of the last three years is 40"; that is 40 vacancies in the year. "They desire to draw the attention of the Secretary of State in the Board of Admiralty to this fact, as a guide to the number of pensioner candidates for messengerships who should at any one time be entered upon the list of expectants. Pensioner messengers, whether heretofore or hereafter appointed, will serve under the conditions laid down in the Treasury Minute of 14th March 1894, without prejudice, however, to pensioner messengers, if any, who are now serving under conditions more favourable." That is to say, any messenger who is at present employed at a better rate will continue to receive that rate. "The number to be allowed in each department to progress to a special maximum of 24*s*. On the question whether pensioner messengers should be required to wear uniform or at least a distinctive badge," the departments have decided that they would prefer them to wear some sort of messenger uniform such as they wear at the War Office and Admiralty now. That is the summary of the arrangement come to.

208. The departments have assented to that?—Yes: one or two have asked some questions, but not such as will at all affect the arrangements.

209. Is it intended that Army and Navy men only should be taken in as messengers, leaving out, of course, the exceptional confidential posts of the Ministers?—Yes, there was a special arrangement that men of the Irish Constabulary should be admissible, but practically that is limited to Ireland. I do not think that the number will be sufficiently large to affect the present question.

210. As soon as this has come into full working order the Army will be a source of supply for messengers in the Public Departments?—Yes, the Army and Navy, but I understand, for what reasons I do not know, that the Navy candidates are not nearly so numerous.

211. May that not be from the fact that the superior pensioners in the Navy always find employment?—That may possibly be so.

212. This matter you have now been dealing with relates to the employment of pensioners as messengers?—Yes.

213. But more or less directly under the Treasury, I think, comes the employment of the whole of the Post Office subordinates, letter-carriers, and so on; the rules relating to these are framed in harmony with the Treasury rules, I believe?—The Post Office, I believe, already employ Reserve men in large numbers, and so far as the Treasury sanction goes this would apply to porters also.

214. Has that been put upon record in the Minute in question?—The Minute has been communicated to the Post Office.

215. We had the evidence of Mr. Joyce, who is one of the leading officials in the Post Office Department, and he gave us to understand, I think, that they could employ a very large number of Reserve soldiers; but I think the Committee rather gathered that they were not sure whether the Treasury would agree to the hard-and-fast rule which would require them to look to that source mainly or entirely. Mr. Joyce stated that there was a claim on behalf of the Post Office boys to be taken on which appeared very reasonable; but, subject to that condition, we gathered that there was no reason, in the opinion of the Post Office, why the letter-carriers should not be taken from the Army. We rather gather, I think, that what they wanted was some specific authority from the Treasury. Could you say whether that has been given?—We asked the Post Office whether they were disposed to recruit their porters from the pensioner class. This is the note we received in answer: "Post Office Answer. Porters are already drawn from the Army and Navy, but, so far as concerns the Army, mainly from the Reserve and time-expired soldiers. The work requires strong and active men. Pensioners are not always suitable."

216. We were referring here not to pensioners, who are elderly men, but to young men who are discharged from the Army at the age of 26 or 27?—This is the Reserve men: "Porters are already drawn from the Army and Navy, but, so far as concerns the Army, mainly from the Reserve and time-expired soldiers," &c.

217. It does not say that they give preference of employment over the general community, but merely that they do take them?—The Postmaster General is independent in such matters. The Treasury would not feel in a position to dictate to him.

218. That is the point we wanted to bring out, whether the settlement of the question rested with the Postmaster General or the Treasury. We gather from you that it would rest with the Postmaster General?—It would rest with the Postmaster General, subject to such questions of

Chairman—continued.

pay and details of employment. That is purely a Treasury business.

Viscount *Wolmer.*

219. Was this Minute of the 14th of March 1894, founded on the report of the Committee, presided over by the late Master of the Mint?—In part, yes. The Treasury had that report before them.

220. Have we had that portion of Sir Charles Fremantle's report which affects this question in evidence?—I do not know whether you have had it in evidence.

221. Am I quite correct in saying that your Minute does not go quite so far as the recommendation of the Committee?—Would you instance the particulars to which you refer?

222. If I understand correctly, you have now issued a memorandum to the Public Departments, advising the employment of pensioners as messengers?—Yes.

223. But what about the office-keepers and attendants, other than the ordinary messengers and porters. If you turn to paragraph 4, of Sir Charles Fremantle's Committee, you will find this: "We think that such posts as gate-keepers, hall-porters, and fire-lighters should, if possible, be filled by pensioners. We desire especially to draw attention to the recommendation of Mr. Shaw Lefevre's Committee, to which reference has already been made, that the porters employed under the Post Office should be appointed exclusively from the list of pensioners. We understand that those porters who number above 500 at present about 60 are pensioners." Could you explain that matter to us?—You are not referring to office-keepers now?

224. I am referring to gate-keepers, hall-porters, and fire-lighters?—Office-keepers are a species of resident house-keepers; but hall-porters are included in the list of messengers.

225. Gate-keepers and fire-lighters would probably be the same?—Yes.

226. They are all under that generic term?—Yes.

Mr. *Benson.*

227. These are all covered by the term "messengers" in the circular sent out?—Yes.

Captain *Bethell.*

228. Office-keepers would have superior positions?—Yes.

229. And better pay?—Yes.

Viscount *Wolmer.*

230. Would not a retired sergeant-major be a very suitable person for an office-keeper?—I should say if he had served in the Civil Service for some time, he would. We have found it convenient, generally, to have men as office-keepers who have been for some years familiar with the service and with messenger work. I do not think it would be a desirable thing with so very small a class to ear-mark them to any particular class. I do not at all say that a pensioner would not be a perfectly suitable person, but I think it would be desirable that the head of the department should have an absolute discretion in that way, as with a small number of reserve messengers.

Viscount *Wolmer*—continued.

231. There is no reason why pensioner messengers, if the head of the department approve, should not be promoted?—Certainly not.

232. Are the porters in the Post Office, to which special reference is made, included in your memorandum?—Yes, they are; subject, as I stated, to the discretion of the Postmaster General. It has already been pointed out that there are classes which have other claims, the boys; but the Treasury has no objection to their being appointed.

233. As I understand, the porter mentioned here is not a rural postman?—No, I think not. He is a man employed about the Post Office.

234. How would the claims of telegraph boys come in, in that connection, if it is not really postal service?—It is hard on the boys. A boy who was taken on quite young, when he arrives at a certain age, 18, discharges himself by his age. There is naturally a disposition to keep the best of them on in some other capacity.

235. That point was dealt with in Mr. Joyce's evidence; I thought that applied to what you call the postal service proper, the letter carriers, sorters, and so on, and not to this class of man who is under the generic term of "porter." I do not quite understand the meaning of it?—As I understand, they are porters employed in the Post Office itself.

Captain *Bethell.*

236. You are speaking almost altogether of pensioners in your evidence?—Yes.

237. I understand you to say that there are not so many sailors as soldiers employed?—I cannot tell you that officially: I merely know it in conversation.

238. Can you tell me whether seamen pensioners give satisfaction, are found to be capable and satisfactory men in the performance of these duties?—So far as I know, they are only extensively employed in the Admiralty at present. The movement is new. There, I am aware, they give entire satisfaction.

239. Perhaps you would hardly be able to tell me whether the sailors who are not pensioners, but who have served their first term of service, compete for these appointments. I do not know whether your evidence goes beyond the pensioners?—My evidence has been confined to pensioners, because the other question has not been raised.

Colonel *Murray.*

240. There are very few pensioners nowadays; very few men serve for their pensions, and I understand from your evidence that 40 vacancies would be given in the departments annually to the pensioners as messengers. I should like to know what is understood by the Treasury by the term "pensioners"?—It has at present only been raised to us in the form of pensioners. So far as the Treasury is concerned, the reservist and the pensioner is the same thing.

241. The reservist and the pensioner come under

Colonel *Murray*—continued.

under the same heading for these appointments?—Yes.

242. It is not only for pensioners, but for the reserve men, who have served their time with the Colours?—I can merely give you my opinion about that, because the question has not been raised officially. The proposal was that there were pensioners whom it would be desirable to obtain employment for, and this Minute was drawn to meet their case. My opinion is that the Treasury would be equally glad to see reservists employed, unless the Departments were to raise the question that the Service might be interrupted.

243. I suppose also men who are not actually reservists and are not pensioners?—We are getting a little away from the original proposition, I think.

Mr. *Benson.*

244. It is a year since the two Minutes were sent out to the Government Department about the appointment of porters, firelighters; I gather a considerable number of appointments of this kind must have been made since then; so far as you know have your Minutes of last year been acted upon by the different Departments?—No, as far as I am aware, not. There have been very few this year. I know extremely few, and in the early part of the year these Minutes were under discussion. You may say that it is only now that they have taken official form. The Admiralty and the War Department have appointed pensioners to all messengerships.

245. They had previously done so?—Yes, the Civil Service Commissioners have employed pensioners for their temporary list, and the whole of the temporary list employed under these Minutes have now become permanent messengers.

246. We had before us last year Mr. Lockhart, the Secretary of the Civil Service Commission, and he expressed the opinion that it might be well to reserve for discharged soldiers a certain proportion of posts in the subordinate class of the Civil Service, a class which I think are called "abstractors," the lowest department of clerks. They are admitted, I believe, by competitive examination, by which older men, such as men discharged from the Army, compete at a disadvantage. Mr. Lockhart gave us as his opinion that it would be a good thing, and in every way unobjectionable, if a certain proportion of these appointments were reserved for discharged soldiers, and competed for by them among themselves; have you any opinion you could give upon that suggestion?—I could not say that I am favourable to that. I think for clerkships you should get the best men you can, and for a clerk's work a man should start young. He is best tested by examination, and should be employed when young. I do not think that for the abstractor's work it would be

Mr. *Benson*—continued.

desirable to begin with a man at all advanced in life.

247. The age would be in this case about 25 or 26; is that what you call advanced in life?—For that purpose I would rather see clerks begin at 17 or 18.

Chairman.

248. You are aware that in the Army a very considerable proportion of the soldiers are employed on clerical duties, and acquire very considerable facilities and experience as clerks; would it not be possible, looking to the obligation which the Government has towards its Army to find employment for its soldiers, that, provided a sufficiently high test were established, there might be a partial competition within the Army for a certain proportion of subordinate clerical appointments? Do you see any great objection on principle to that, supposing you made the test a sufficiently high one to guarantee that the persons chosen in that way should be really qualified to act as clerks?—To some extent that is done in what is called the Pensionary Clerk in the Country Department.

249. Quite so; and would it not be possible to apply that generally to the Civil Service?—Yes, it would, no doubt, be possible.

250. Supposing a man comes at the age of 26 or 27, who has already had considerable experience as a clerk (and some of the clerks in the Army, it is well known, have very difficult clerical duties which they perform extremely well, as in the Adjutant's Office, and in the Quartermaster's Office and so on), and has a sufficiently high test to ensure that he is really qualified, would there be any objection on principle to set aside a proportion of appointments to that class of man?—No doubt it could be done.

Colonel *Lockwood.*

251. I gather that you are not favourable to it?—I like a clerk to be a clerk.

Mr. *Brookfield.*

252. You mentioned the hardship on the boys of 18 in the Telegraph Service having to leave the Service and give up the prospect of promotion when he reaches that age; was not that difficulty obviated by the arrangement of making him join the colours for three years, and then return to the Telegraph Service, under the late Postmaster General, Sir James Fergusson?—He discharges himself as a boy at a certain age. Whatever he does, if he comes back again he must be re-examined as a new entrant. That, of course, he could do.

253. Your attention has not been called to the regulation; it has not come into full operation?—No, my attention has not been called to it.

26 *March* 1895.

Mr. HENRY LAMBERT, called in; and Examined.

Chairman.

254. I BELIEVE you are General Manager of the Great Western Railway?—I am.

255. You are, I think, acquainted with the action which the War Office took in 1892, with a view to obtaining the active sympathy and co-operation of different railway companies for the greater employment of reserve soldiers?—Yes, we have taken some practical measures in that direction. From time to time we have employed discharged soldiers; but in 1892, in consequence of the conference between the War Office authorities and the railway companies, we issued a circular, of which I think you have a copy, with the notes, in which we give directions to the officers who are responsible for the appointment of men that they should, subject to the employment of lad porters, of which we have a large number, give the benefit of one out of every five vacancies to an Army reservist or discharged soldier. Those instructions have been carried out up to the present time. I think, however, I ought to say that the vacancies in the uniformed staff, for which these men alone are eligible, are not very numerous. The railway service is popular, and the men stay by us where they are at all suitable for the work. Therefore the vacancies are not so numerous as one would suppose in a large staff, more especially, as I have already indicated, as the lad porter's service is largely called upon to fill these vacancies. The men bring their sons forward, and ask us to appoint them. We feel that they have a fair claim upon us, and at the age of 14 we take on lad porters. Up to the age of 18 they are gradually learning our business, and if, at that age, they are physically capable, or otherwise are able to comply with our regulations, they are appointed. If we have to go outside them, as I have already said, for one out of every five vacancies we take steps to obtain an Army reservist. I may say that from September 1892 to the 31st December 1893 we appointed 73 men of that class, and during the year 1894 we appointed 76. In regard to the 73 I may say that 32, or 45 per cent., have left from various causes, and with regard to the 76, 28, or 30 per cent., have left.

256. The difficulty has been suggested to the Committee that if a considerable part of the staff is taken from the Army Reserve the company might be put into difficulties in consequence of the men being called out for service; are you aware that in the first place the whole of the Reserve has only been called out upon one occasion in the last 25 years, and in the next place, that although these men enter your service as reserve men, their liability to serve in the Reserve only extends to about four years on the average, so that if the man secures employment under you, at the end of four years, he is just as much at your disposal, so far as any further call is concerned, as any civil labourer?—Those considerations have been present to us, but the numbers of men that we have been able to appoint have not been such as to make them press upon us at all.

257. The number that you have taken altogether, apparently, in two years, is about 140?—One hundred and forty-nine.

Chairman—continued.

258. What proportion would that form to the number of vacancies occurring per annum?—One out of every five has been filled in that way.

259. The result would be that at the end of about 10 years you would appoint nearly 1,000 men if they all remained in your employment?—Yes, but I have already indicated the percentage of men who leave us.

260. Some possibly go to better themselves?—No doubt, but I am bound to say that some find the work too hard for them.

261. You are only referring now to what you call the uniformed men?—Precisely; excluding the artizans and all men of that class, these are men who can be employed without technical knowledge, who are taken on in the first place as porters and used in ordinary porter's work; then as they become acquainted with the line they are promoted to higher duties.

262. In the case of taking on the men you have a specific form of character, I believe?—Quite so.

263. I presume you examine them medically?—Yes, they have to pass the doctor and comply with our regulations. In point of age we do not appoint any man over 30.

264. And they must have a certain height and weight?—Yes, a certain weight.

265. You require them to be physically superior men?—Quite so. I may explain that we have sick funds, pension funds, and widows' and orphans' funds attached to the service (I am speaking now of the uniformed staff especially), and in connection with the provident funds we require them to pass a medical examination in order that they may be fit candidates for those funds.

266. Your railway goes into several seaport towns, I think?—Yes; but we find the majority of the men that we appoint in the agricultural districts. We run through a very large agricultural territory, Berkshire, Buckinghamshire, Hampshire, Dorsetshire, Devonshire, and Somersetshire. That covers a large extent of our territory, and although we run to seaports and to manufacturing districts such as South Staffordshire and South Wales we do not find that we are able, so to speak, to compete with the labour in those manufacturing districts. We get our supplies of men, to a large extent, from the agricultural districts.

267. Do you get any from the seafaring population?—We get sailors, or men who are tired of the sea and who want to come and live on shore. As a rule their work is very much harder than the work of a soldier, and we find that they take more kindly to the harder work of the railway service.

268. Would this proportion of one to five, of which you have spoken, include sailors?—No, I am speaking of soldiers only.

Captain *Bethell.*

269. Do you speak of sailors from the Navy, or sailors generally?—I am speaking of sailors generally;

Captain *Bethell*—continued.

generally; but I suppose, as a matter of fact, the sailors that we put on are generally of the mercantile marine.

Chairman.

270. You do not have many applications from pensioned sailors, or sailors who have gone into the Naval Reserve?—No, we have not many men of that class applying; they are principally from the mercantile marine, as I have said.

Viscount *Wolmer.*

271. I see that, of the 73 men taken on in the year 1893, 21 left for various reasons of their own accord, and 11 were dismissed, and that in 1894, 28 left; are those 28 all who left of their own accord, and would they include those who were dismissed?—Yes, I think the 28 would include those who were dismissed.

272. How do you take these men; do they come to you, or do you send to the regimental district and say, "We have an opening for a man"?—The instruction is, that when the vacancy arises, the divisional officer shall communicate with the officer commanding the depôt, stating the vacancy that has arisen, and giving the description of the duties which the men required would have to perform. The instructions are fully set out in the circular.

273. He sends you the men?—Yes, he sends us the men with the forms filled up, one by the man himself, and the other by the officer.

274. You do not take the men who come to you casually?—No, I think I may say that we do not under this system, but formerly we did take men who came to us casually. We work upon the instructions which have been laid down.

Captain *Bethell.*

275. How many men do you employ, porters?—In the passenger and goods departments we employ about 14,000.

276. We had it in evidence from Sir Henry Oakley that the Reserve soldiers were not suitable for the goods department; is that your experience?—That is our experience.

277. The work is too hard, is it not?—Yes, that is so. There is no doubt, however, that these men, if they could get over the first 12 months they would stay with us, but as a rule they find the work, in the goods department more especially, too heavy. It is, of course, continuous work in handling heavy packages. It is also necessarily laborious work, and from their own previous experience, I suppose, they are not quite so well fitted for it, and they do not take kindly to it. If they can get over the first 12 months, as a rule they stay with us.

278. With regard to getting drunk, what is the experience of your company with reference to these men; are they worse than civilians or better?—The railway companies regard drunkenness as a very serious offence, and there is a tight supervision in respect of it; so that I think the civilians generally appreciate that more than the soldiers. Speaking generally, I should think perhaps there is a greater tendency to drunkenness on the part of a soldier than on the part of a civilian.

279. Do you employ these men in your police at all?—They are employed generally upon platforms, and the police on light duties.

280. The great railway companies have police of their own, have they not, in a sense?—The Great Western Railway Company do not have so large a police force. I think that some of the companies, indeed, I know that some of them look upon some of their signalmen as being connected with their police staff. We call them signalmen pure and simple. The police staff of the Great Western Railway Company is a very limited number indeed. It is confined principally to detective work, inquiring into losses and matters of that kind.

281. Have these soldiers proved themselves capable as signalmen?—Yes, they are suitable for that work.

282. They are trustworthy in that way?—Yes, they are amenable to discipline.

283. Do you find them more amenable to discipline than the ordinary man who has been with you for a year or two?—I do not know that I should put it very high, but I certainly do think they are more or less amenable to discipline than the general signalman.

284. You have told us that you get your men mostly from the agricultural districts?—Yes, to a large extent.

285. Do you find those men are fairly intelligent and quick?—Yes, we find the material in them answers our purpose very well.

286. They may fairly be described as intelligent folk?—Yes, certainly. Of course they have to read and write and pass an examination, and that brings them up to a certain standard.

287. Do you think they display the qualities one hears sometimes attributed to agricultural people, namely, that they are very slow in thought?—No; it is very much like when you make a man a soldier; you set him up and smarten him. In railway discipline it is very much the same thing; they are taught and educated for their duties.

Mr. *Brookfield.*

288. You said that formerly you used to take all the soldiers who came along casually, but that you have ceased to do so now?—Yes, that is so.

289. Did that proportion amount to one in every five?—No, there was no system of that kind. We did not take in anything like that proportion.

290. It was less than that?—Yes.

Captain *Grice-Hutchinson.*

291. When these men, whom you say leave your service voluntarily, do they state why they leave?—Yes, I can give you a good many reasons.

292. Do they find work for themselves?—I have the causes for their leaving. I see they are, "Do not like work"; "Continuously absent"; "Do not like work." That seems to be the general reason.

293. It is not in order to benefit themselves in other employment; they do not get another job to go to, I suppose?—I suppose they would see their way to get employment elsewhere or they would not leave.

Captain *Grice-Hutchinson*—continued.

294. Do you think there is much difficulty in these Reservists procuring employment; do they make many complaints when they apply to you for work?—We have no particular trouble with them.

295. When they do come to apply for work do they state that there is great difficulty in obtaining employment?—I have not heard of that at all, I may say that our experience has been in some instances that we applied to the commanding officer of the depôt, and he said, "I have no man eligible at the present time to send you," and then we take our ordinary course to obtain men.

296. If you want men at Reading you apply to the commanding officer at the Reading district, or if you want men at Worcester you apply to the Worcester district?—Yes, we have a list of the officers. They know where men are to be had. We write to the commanding officer, and he sends two forms of application to the railway, one filled up by the man himself, and the other by the officer.

297. Taking them all round, you are satisfied with the Reservists?—Yes, we have no feeling against them. It practically rests with themselves. If they can get over the first 12 months they get on very well.

Mr. *Benson.*

298. Do you suppose the number of men who do not like work means that they are deficient in muscular strength as compared with others?—It is only deficiency in will I am afraid.

Colonel *Murray.*

299. I think you said that the uniformed staff were the only appointments available for ex-soldiers; did I understand rightly that they were only placed in the uniformed staff?—Yes, that is so.

300. That means, I presume, that they are not appointed to book-keeping, or as clerks, or anything of that sort?—No, they are not employed in book-keeping or clerkage of any kind.

301. Is that because they are not considered suitable, or do the railway authorities consider themselves bound to take the sons of their employées as you have mentioned?—In appointing a clerk we begin with a lad clerk. Whenever a vacancy arises we fill it with a lad clerk, and these lads grow up in the service.

Colonel *Murray*—continued.

302. Even if a soldier came to you with qualifications as a clerk you would not think it advisable to appoint him as a clerk?—No, and in the same way with a civilian. If a civilian of 23 or 24 applies for an appointment my answer is that all the vacancies are filled by the appointment of lad clerks. That is the system we act upon. In that respect they are treated precisely as ordinary civilians.

303. Take the instance of carpenters and engineers; might not a soldier be available for these posts if he had the technical knowledge for those positions?—I have not the appointing of that class of men. That would be conducted by the locomotive superintendent, the carriage superintendent, or the engineer in charge of the permanent way. I happen to know, of my own knowledge, at Swindon, which is our head depôt, that there are men who have been in the Army; in fact we sent a man out to Chicago the year before last to look after our exhibits there. We thought he would be amenable to discipline, and very likely would be more trustworthy, so we sent him there, and he acted to our entire satisfaction.

304 The ex-soldier, with a certain amount of technical knowledge, would have a chance of being appointed to something better than hard goods work?—It would all depend upon what his qualifications were. I am quite sure that the fact of his having been a soldier would be no detriment to him. Supposing a man with a technical knowledge of carpentering were to apply at Swindon, and were to state, as he would have to do, his previous history, that he had been a soldier, it would not affect his prospects of employment at all prejudicially; it might act in the other direction.

305. The technical knowledge would be an advantage to him possibly?—Yes, it might be.

Major W. E. GILBERT, called in; and Examined.

Chairman.

306. WILL you kindly state your position in the Metropolitan Police?—I am Chief Constable of the Metropolitan Police.

307. How long have you been attached to the police?—Nearly nine years.

308. Before you went into the Metropolitan Police were you in the Army, or did you hold any civil appointment?—I was chief constable of Hull, and before that I was deputy chief constable of Norfolk for three-and-a-half years.

309. You have therefore had a great deal of experience in the police service?—I have had nearly 12 years' experience.

310. What have you to say with regard to the employment of soldiers, especially soldiers from the Reserve as police?—I am not speaking now for the metropolitan police. Sir Edward Bradford is sending, I believe, Superintendent Davis of the executive branch, with a few statistics in case you should wish to ask any questions. That, however, is not my province. Speaking in my capacity, before I came here, I found that good soldiers made good policemen.

Chairman—continued.

311. In the previous police appointments which you have held, can you tell us to what extent soldiers were employed as policemen?—I had 30 out of 280 in Hull.

312. What methods did you adopt for selecting soldiers?—It would depend upon the class of men I wanted. If I wanted them to be policemen for mounted duty I should take cavalry men, for I found them as a rule the best men adapted for police work.

313. What procedure did you adopt to get hold of them?—Men would apply to me, and I always had a list of men waiting. I used to write to the commanding officers asking them if they recommended the men, and if they thought they were suitable

Chairman—continued.

suitable for employment in the police force. I never took a man who had a report against him for drunkenness in the Army. His character must be either exemplary or very good.

314. You say you had in the Hull police 30 out of 280?—Yes.

315. What fixed that proportion?—There the policemen had to be fire-brigade men as well, and they were wanted to look after the horses in the stables. The horses were used for mounted duty in case of disturbance, or else they were used in cases of fire. They also used to do some mounted patrol work on occasions if required.

316. Practically, your 30 men were engaged for foot duties?—Yes, they were really foot constables, but on occasions they had to be mounted.

317. Thirty was the number you required, more or less, for mounted duty?—I did not want that number. I was obliged to limit my numbers in case the Army Reserve should be called out.

318. You are aware, perhaps, in the first place, that the Government has a lien upon men entering the police force from the Reserve for only about four years; so that, of your 30 men, probably a great many would have left the Reserve, would they not?—When they did I used to take other Reserve men in their place; as their time expired in the Reserve I used to replace them with other Reserve men.

319. You do not mean 30 men who had been in the Reserve, but 30 men who were in the Reserve at the time?—I never allowed them to exceed 30.

320. Have you been put to any inconvenience owing to Reserve men being called out?—They were not called out while I was there.

321. Do you know any occasion on which they have been called out?—I rather fancy some of them were called out in 1885.

322. Are you aware that only part of the Reserve was called out then?—I was then in the Norfolk Constabulary, and we had several Army Reserve men there.

323. Were you there in 1885?—Yes.

324. Were any of your men called out then?—I think a few of them were.

325. Speaking of Norfolk, what number of men had you under your command there?—When I had charge of the county the whole police force numbered 236.

326. Out of that number, what proportion had you from the Army?—I am not quite certain as to the numbers; I think there were not more than 30 altogether. I could not say that they were all Reserve men.

327. What is your experience as to their conduct and behaviour?—My experience was that if they had been good soldiers, as a rule, they made good policemen.

328. As I gather, you only took good soldiers to begin with?—That is all.

329. May we infer that you were satisfied with the men you had?—Personally speaking, I was certainly satisfied.

330. What objection do you see to extending the employment of soldiers if you can get sufficiently good men? Supposing good men are available, what objection do you see to having a larger number than 30, apart from the liability you have mentioned to their being called out?—That would be my only objection, in case they were all taken away at one time to rejoin the colours. Putting that aside, I should not have any objection.

331. From your experience, had you any difficulty in getting soldiers, or were the applications in excess of your demand?—I could have had 500 soldiers if I had liked at any time. I had 500 on my waiting list when I left Hull, not all soldiers, but I think more than half of them were soldiers.

332. What was your standard?—Five ft. 10 in. in their bare feet, with a chest measurement of 36 inches.

333. From what branch of the Service did you get your men chiefly?—From all branches of the Service; I had more applications from cavalry men than from other branches of the Service.

334. Did you have many applications from the Guards?—I had very few applications from Guardsmen, except the Household Cavalry. I had a great many from them, and I found that they made excellent men.

335. Speaking of the Metropolitan Police, you say we shall have evidence presently upon that point. Perhaps you can give us your opinion upon the subject as regards the Metropolitan Police?—I do not know that I am quite at liberty to do that. The Chief Commissioner would be the person. I can only speak as a private individual. I could not speak officially as to their qualification. It is more a question for Sir Edward Bradford than for me.

336. Reverting for a moment to the police at Hull and Norfolk, the question of selecting and taking a certain number of men, as you did, from the Army, was entirely your own notion, there was no rule?—No. I was not interfered with in any way.

337. If your successor had thought differently, the practice might have come to an end?—Quite so; but my successor was an old officer in the Highlanders, and he followed my line exactly in that way.

338. Did you keep your register independently of anything supplied to you from the brigade depôts or regimental centres, or did you go to the regimental centres for information?—None of my applicants came from regimental centres. I had no communication from officers commanding regimental centres. I had such a large number of applicants that I did not require to open up communication with the officers.

Colonel *Lockwood.*

339. In the evidence of one of the chief constables given to us, he was asked the question whether the ordinary soldier was fitted for the duties of policemen, and he said, "I am afraid they are not suited for policemen's work in counties, that is to say, in the country"; do you agree with that, or do you traverse it?—I do not agree with it at all.

340. He also said, "I think the result of their training in the Army is that they cease to have any sense of responsibility in looking after themselves; they seem to lose individuality altogether;

Colonel *Lockwood*—continued.

they always want somebody to be looking after them"; do you agree with that?—No, I do not.

341. Exactly the opposite has been your view?—I have found just the opposite of what that gentleman says. In my own experience I do not at all agree with that.

342. He also was asked: "You stated that you consider the employment of a man as a soldier caused him to lose his individuality, and to lose his whole sense of responsibility"; and the gentleman, who had been an officer, replied, "Certainly"; you also have not found that?—No, I have not.

343. He was further asked: "You consider that his training has had the effect of making him practically useless," to which he answered, "I consider that Army training has that effect"?—I consider just the opposite.

344. Your 12 years' experience in the police force is exactly contrary to that given by this gentleman?—I do not agree with his remarks at all.

Mr. *Benson.*

345. How long did you say that you were Chief Constable for Norfolk?—I was Deputy Chief Constable for Norfolk for 3½ years.

Colonel *Murray.*

346. Your experience is that cavalry men make the best police?—I think so.

347. Could you tell us what are the qualifications that make cavalry men better policemen?—As a rule, they are recruited from a better class of men than those who enlist in the infantry. In the cavalry not so many men are wanted, and they are picked.

348. Therefore, you think they are more suitable?—I think they are better educated and more intelligent, so far as my experience goes.

349. The infantry, I take it, would be disqualified by height from being policemen in your force, except in the brigade?—We find a great many infantry men who come up to the standard 5 ft. 9 in.

350. Do your men stay with you when they are appointed, or are they at all largely dismissed; I am asking you your experience as Chief Constable of Hull?—I found that I had to get rid of very few while I was there.

351. For any reason?—For any reason. I do not think I had to get rid of any of the Army Reserve men that I had to deal with there. They were all picked men as a rule, and there were no more men dismissed from them than out of the other class of men in the Service.

352. You took the men who had been in the Reserve, and those who had passed through the Reserve?—I had an age limit; I never took a man over 27 years of age. That is our rule, too, in the Metropolitan Police—the man's age, as a rule, is under 27.

353. Then those men must be still in the Reserve?—Of course, they must be. Some of them have bought themselves out. There are some men who come to us who have been in the Army, and buy themselves out.

Captain *Bethell.*

354. I noticed that in an answer to the Chairman when he was asking you about the character of these men, that you rather limited your reply, and said, "Personally speaking, I found them in Hull very satisfactory." Was that intended to limit your satisfaction in any way?—No, not at all.

355. I thought there might be some dissatisfaction expressed by the authorities?—No.

356. In Hull, did you have any seamen applying for posts in the Police. I mean bluejackets?—Occasionally some men applied who had been in the Navy.

357. Did you have any?—I think I had six; very few.

358. Were they satisfactory?—Very.

359. Do you happen to know whether they were 10 years' men, or something of that sort?—I think they were marines; I find them very good men. We had marines in the Norfolk Constabulary, as well as in the Hull Police.

360. Did you find these marines and sailors on the whole in your police force at Hull, where they had to do fire duties as well, more suitable?—They were the best men I had.

Mr. *Benson.*

361. Comparing your experience in Norfolk with Hull, I understand you to say that you found discharged soldiers just as capable of police work, under the conditions of country life, where they were isolated, as they were in towns?—Quite so.

Captain *Grice-Hutchinson.*

362. You spoke about picked men. How did you pick the men; what means did you take to pick them?—I mean the men whose characters were very good, and who came up to the standard physically.

363. How did you get their characters; of course, you saw their certificate?—Yes, I saw their certificate, and I wrote also to the commanding officer, and asked him privately as to their characters. If they did not bring a letter from the commanding officer, I used to write to him personally a confidential letter.

364. You have been talking about your experience of these Reservists as policemen; you have had experience both with rural police and with borough police?—Yes.

365. The experience of the chief constable who gave us evidence was purely connected with county work; do you think that in the borough an old soldier does better than in the country; is there more necessity for individuality and for general experience and independence in the country than there is in the borough?—I do not think so.

366. They are both equally good?—Yes.

Mr. *Brookfield.*

367. Have you read, or has your attention been called to, the evidence of the Chief Constable of Staffordshire?—No, I have not read it.

368. With reference to what you said about the men's character, you find it quite easy to obtain further particulars as to their characters besides the parchment certificates?—I had no difficulty in doing so.

369. You entirely disagree with Captain Anson's remark that one is not able to obtain a man's

Mr. *Brookfield*—continued.

man's character?—I do not quite agree with that.

370. You disagree with his remark that the word "exemplary" was of no value; he states that a man who may be exemplary in a technical sense, and yet not in private life, is called a good character?—I do not know what he means by a reply of that sort.

371. You entirely disagree with him?—I do disagree with him there.

372. You disagree with him in stating that a soldier's training unfits him for the duties of a constable?—I disagree with him there; I say a good soldier would make a good policeman. If a man is a good soldier he will generally make a good policeman if he strives to adapt himself to the life.

373. What are your regulations about men being married when you engage them?—In London, as a rule, a man may be married, but he must not have more than two children at the time he enters the service. We do not profess, as a rule, to take men under 27 years of age.

374. A man may have two children when he joins you?—A man may join with a wife and two children.

375. He may have as many more as he likes afterwards?—Yes, 50 if he likes, but he is limited to two when he joins.

376. In your opinion, is a married man steadier than a single man, as a rule?—Yes.

377. Then you are rather in favour of a man being married?—Yes.

Colonel *Lockwood.*

378. With regard to the characters, have you any complaint to make as to the characters being given laxly. Do you think the particulars are gone into sufficiently honestly, or do you think the officer sits down and says: "This is a good fellow, and I will give him a good character?"—When I used to write for the characters the officers generally used to enter into particulars. I gave them a string of questions, and I used to wind up my letter with this remark: "Of course I shall be very much obliged if you will kindly tell me your honest opinion, whether you think this man is qualified for police work."

Colonel *Lockwood*—continued.

379. That would ensure your getting better men than if you simply went by the parchment certificates?—I would not go by the parchment certificates. I have found the parchment certificate altered sometimes. I would not take that for granted, as a man might be dismissed from one police force, and he would go into another, and show his parchment, but would not say that he had ever been a policeman before. He would make some excuse that he had been employed somewhere else. He might get you to write to somebody, and somebody might send you a fictitious reply.

Chairman.

380. Have you in your experience been sensible of any manifestation of a great desire on the part of any military authorities about the country to find employment for ex-soldiers?—No, I have never been asked by anybody to go out of my way to find employment for them.

Colonel *Lockwood.*

381. Do you think officers are sufficiently strict in giving characters?—I think sometimes they may say, as you have suggested: "Here is a good fellow, and I should like to help him if I can."

Captain *Bethell.*

382. When you were at Hull was the East Riding Association in existence for the employment of soldiers and sailors?—It was formed after I left. I have left for nearly nine years. I came here in August 1886.

Superintendent WILLIAM DAVIS, called in; and Examined.

Chairman.

383. WILL you state what is your position in the Metropolitan Police?—I am the superintendent of the Executive Department.

384. What are your duties?—Generally the issue of all regulations and orders connected with the Metropolitan Police, the keeping of records of the strength of the Force, details of defaulters, and all other matters generally of an administrative character.

385. Have you anything to do with recruiting?—Yes, in a certain sense.

386. What is the procedure adopted with regard to recruits?—Usually applications are received from men who are desirous of joining the Metropolitan Police Force, and are submitted to the Commissioner, who deals with them in accordance with the regulations laid down for his guidance by the Secretary of State.

387. And when a man applies, he may possibly be an ex-soldier?—There are large numbers of ex-soldiers.

Chairman—continued.

388. Men still in the reserve?—Yes, plenty.

389. What is your limit of age for admission?—The limit of age for admission is 27, unless in exceptional circumstances.

390. That would admit Army reservists?—Yes.

391. Do the men themselves apply direct in case of Army Reserve men, or do you get applications made to you through any agencies or any Government establishment?—Applications have been made, I may say, through some agency, for the employment of Army Reserve men. I believe the place is in Buckingham-street, Adelphi.

392. Is there any rule in the Service which gives either an advantage or disadvantage to an ex-soldier, as regards his chance of employment?—I think it is exactly the same as that of any other man who applies, except that the numbers of men serving, who have served in, or who belong to, the Army Reserve, are limited.

393. What is your limitation?—The limit is that

Chairman—continued.

that there shall be not more than 550 Army Reserve men at any one time serving in the Metropolitan Police.

394. Out of a total strength of?—Some 15,000. The number formerly was 500, but it has been raised to 550 of recent years.

395. Does that include men still in the Reserve, or men who have passed through it?—Only men who are actually in the Reserve.

396. When a man has completed his reserve term, he is taken off that number?—Yes, he vanishes off that list, and makes way for another man.

397. Can you tell us whether that full number of 550 is worked up to?—I can tell you the exact number on the 31st December in a series of years who have formerly served in the Army; but, of course, on short notice, it is very difficult to say how many of these men are really Reserve men, because it may include a man like myself, who was in the Army 26 years ago, and who purchased his discharge. The numbers that are given also include the Militia. But the Militia forms a very small portion of the whole; as a rule, on the 31st of December in each of the last 20 years, there have been from 100 to 110 men who have served in the Militia, so that it is a very small number. Since 1875 up to 1894, on the 31st December of each of those years, the number has increased from about 900 to about 2,400, men who have served in the Army, that is, the percentages range from 9·49 of the total strength to 15·40.

398. That is, men who are Reserve men, or who have been?—Men who have actually served in the Army, irrespective of whether they have been in the Reserve or not, and these few, about 100 we may take it in round numbers, who have been in the Militia.

399. The conditions of employment are, of course, very stringent as regards height, and strength, and health, and so on?—Yes.

400. And also as regards character?—Yes, I may say they are very stringent.

401. What is your standard of height?—Five feet nine inches at present; it may be 5 feet 10 before long; that depends upon the number of candidates who present themselves.

402. I suppose you have more candidates than vacancies?—Oh, yes; far more, as a rule.

403. What is the *modus operandi* in inquiring into character in the case of a soldier; do you go upon his official character, or do you follow it up?—We follow it up. We inquire of his commanding officer. We find that absolutely necessary, because a short time ago there was a case in which a man was reported to be of good character, and on inquiring of his commanding officer, it was found he had been twice tried by court-martial for drunkenness.

404. What course do you pursue in the case of a man coming home from India, where his commanding officer is still in India, who is transferred to the Reserve directly on his arrival in this country?—We should write to his depôt.

405. Would you be satisfied with that?—Yes I think we should. Of course we should not attempt impossibilities, nor should we like to keep a man waiting perhaps three months while a letter was received.

Chairman—continued.

406. Is this limitation that you speak of under any specific rule?—You mean the limitation of the employment of Reserve men to a certain number.

407. Yes?—Well, the matter has carefully been thought out by the successive commissioners, and it has been decided that we could not spare any more than that number of men if they were called upon for service. Of course, if you were at once to ask for those men you would take away 550 men immediately from the strength. I presume the Army authorities might not take a man away if he only had two or three months to serve.

408. Do you think it has occurred to the authorities that in case of such an emergency as liability to invasion, necessitating the calling out of the Reserve, there would be a great state of excitement and alteration of our whole social condition; and that under those circumstances the difference in number of 400 or 500 policemen would not be a very important element in the case?—I should hardly like to answer that question offhand.

409. But still you have that feeling that they cannot afford to run the risk of having 500 men suddenly taken away?—I think not more than that. The present Commissioner has increased the number to 550, and I may say that he does not allow any man who wishes to join the Second-class Army Reserve to do so. You see he would keep another man out of a situation all that time, so the Commissioner now refuses to do that, and has done so for some time.

410. Therefore, practically, their liability with you lasts for about four years?—I can hardly say the period, but with those who join immediately on coming from the Army it would last about that time.

411. Do you know what branch of the Service your men come from?—Yes, I can say pretty well. On the 31st December last there were 308 men serving from the artillery, 625 from the cavalry, 1,288 from the infantry, and 108 from the militia, that is in round numbers of all ranks.

Colonel *Lockwood.*

412. Was your service in the Army a long one?—My service in the Army was four-and-a-half years.

413. Do you find, that as a rule, the reservists whom you employ have been unfitted for the duties of policemen by their service in the Army?—I should say not, myself. A man who has been a good man in the Army will make an excellent policeman. If he has been an indifferent man in the Army, of course, it naturally follows he is a very bad policeman.

414. And you are satisfied, as a rule, with the men that you get from the Army?—As far as I am able to judge. A certain number of the men who come from the Army are unsatisfactory.

415. Just as they are from other classes?—Probably a little in excess. There are a certain number of unsatisfactory men. I have looked through the records, and I find that a great many men who have been in the Army disappear in the first two years.

Colonel *Lockwood*—continued.

416. From drink as from the work being too hard?—From drink as a rule.

Chairman.

417. I gather that there is a difficulty in the case of an Army Reserve man, if you follow up his character, because you say if he comes from foreign service the only place you can apply to is the depôt, and that man may perhaps have been only a fortnight at the depôt, and all they know of him is that he has come home with a certificate; therefore he is under a disadvantage as regards your means of testing his character?—This is only an extreme test that we apply whenever it is practicable. I do not see that a man is under a disadvantage; probably he is under an advantage; he has the benefit of it. They have his record.

418. In the case of a civilian you would be able to follow up his character?—That is so.

419. Therefore you have better means of ascertaining a civilian's character than a soldier's?—In a sense, but if he has had less than five years' service we investigate his character before he joined the Army.

420. You do that?—Oh yes. We write to the local police and ask them what they know about him. He gives us his history and we follow it up.

421. Still, in saying soldiers sometimes turn out unsatisfactory in comparison with the civilians, there is this weak point in their case, that you have not the same means of testing the character of a man who has been on foreign service as you have that of a civilian?—We cannot follow it up so closely; we are obliged to take his character as the authorities choose to give it.

422. And the certificate he brings is more or less of a formal kind, is not it?—I do not think it is looked upon as of a formal kind, but it is and always has been the practice of police forces to authenticate everything as far as practicable by independent evidence. We send all certificates to the local police to be authenticated. We do not even take anybody's signature unless it is authenticated by the local police.

Mr. *Brookfield.*

423. The signature would be authenticated by the officer of the depôt?—Yes. I take it his discharge would be satisfactory or he would not have been appointed to the Army Reserve.

Captain *Bethell.*

424. I should like to ask you whether you have any sailors?—Yes, we have a good few sailors in the Thames Police.

425. Is the Thames Police under the Commissioner?—Yes, it is under the Commissioner of Police.

426. Do those sailors give satisfaction?—I believe they do.

427. Do you give the same answer with regard to these as you did with regard to the soldiers; do you say they are not quite so satisfactory, or that they are equally satisfactory as civilians?—From the records which have been under my notice for the last 21 years, I must say the conduct of the Thames Police has been excellent, and it is very rare that a man is reported in the Thames Police.

Captain *Bethell*—continued.

428. Can you tell me whether these men have served their first term of 10 years in the Navy; they would not be pensioners, I suppose?—The age limit has been reduced of late years, and that has cut some of them out.

429. It used to be 35 and now it is only 27, and that would cut many of the older men out?—Yes.

430. The age limit of the Thames Police, you mean?—Yes, I am speaking of the age limit in the Thames Police; our age limit for admitting a man.

431. But the age limit of seamen is 28?—I could not answer that question. I thought you were speaking with reference to our age limit.

432. I quite see that, but my point is rather this; our men leave the service at the age of 28, and they have, according to your evidence, behaved very satisfactorily in the Thames Police; would not it be possible to leave some of those appointments open to them?—I could hardly say whether it would be practicable.

433. Is it a matter which you would feel yourself at liberty to bring before the Commissioner?—It is not, sir. These rules are fixed after a great deal of consideration, and can only be altered by the Secretary of State.

434. Then you are not able to tell me whether the bluejackets who are in the Thames Police have served their first period of service?—I am not.

435. They may have bought their discharge?—I know we have a good few bluejackets and many from the merchant service also. I may say they have to join the land police first, and occasionally have to wait a long time before they are taken into the Thames Police, owing to the absence of vacancies.

436. I apprehend the Admiralty do not trouble themselves about it?—I do not think I have ever seen any names sent in from them.

437. I gather these would be purely independent applications of the men?—Yes, we should hardly accept one that was not purely independent; if a man came and asked how he was to join the police, we should tell him what to do, to make his application in his own handwriting.

438. What I meant was, would not you accept a list of names from associations especially desirous of assisting Army or Navy men?—I am not sure whether that would be done. Each individual must make his own application in his own hand.

Colonel *Murray.*

439. I think you said there were 550 Reserve men allowed in the service at one time?—Five hundred and fifty men actually attached to the Reserve at one time. Of course, out of those 550 there are men whose time expires every few days; there are always some dropping out.

440. Could you say what is the average number of vacancies that that gives to the Army in your force?—During the last six years 14 per cent. of men who have been taken are Army Reserve men. That by no means represents the number who applied, because probably from 50 to 60 per cent. of the applicants do not pass the doctor.

Colonel *Murray*—continued.

441. Fourteen per cent. of the 15,000 men are Army Reserve men?—Yes, actually accepted.

Mr. *Brookfield.*

442. Did you say that 50 per cent. fail to pass the doctor?—More than 50 per cent. of the applicants fail to pass the doctor.

443. For what would an Army man be likely to be rejected by the doctor, for his chest?—I should say, inferior physique.

Mr. *Brookfield*—continued

444. General physique?—Inferior general physique. A very large percentage of the failures are on account of inferior physique generally. Of course, a considerable number of men come up who have no chance whatever of passing, they may suffer from bad flat foot and bad feet and legs. Infantry men are often bad on their legs.

Captain Stopford, called in; and Examined.

Chairman.

445. Will you please tell us your position in the Prisons Department?—I am a Commissioner of Prisons, and Director of Convict Prisons.

446. The Committee desire to have your evidence as to the extent to which retired soldiers and sailors have been and are employed in the Prisons Department. I should mention that by retired soldiers we do not mean necessarily pensioners, but soldiers who, having under the short-service system fulfilled their term with the colours, have passed into the Reserve. Can you give us some figures and facts as to the state of things?—According to a late return, taken on the 31st October 1894, for 12 months, there were 1,088 persons who filled up forms of application for appointments.

447. Perhaps we had better go back a little further. What is the total staff under the Prisons Department?—In the local prisons the total staff is 1,269.

448. What do you mean by local prisons?—What used to be county prisons.

449. In Great Britain, or in England only?—In England and Wales.

450. What proportion of vacancies do you have in that establishment in the course of the year?—About 87.

451. Seven per cent.?—Yes.

452. Can you say what proportion of that 87 would be filled up by Army and Navy men?—About 49 Army and Navy men, and 38 civilians.

453. So that more than half are filled up by soldiers and sailors?—Yes.

454. What determines that proportion?—We get more applications from the Army and Navy than we do from civilians.

455. In what form do the applications reach you?—The man either writes or applies personally at the Home Office; he is then sent to the governor of the prison nearest to the place where he lives; the governor gives him a form to fill up, and writes his report as to his eligibility.

456. When there are two or more applicants for a vacancy, who determines the selection?—It is determined at the head office, the commissioner's office.

457. Not by the county authorities?—No. It is entirely in our hands.

458. And you have to proceed by these written characters?—Yes.

Chairman—continued.

459. You do not see the men?—No, the governor of the prison sees the men; if it is necessary, we can see them.

460. Would he give a recommendation as to two or three applicants?—He generally writes on the application whether he considers them eligible or not; if they are not eligible he states the reason.

461. As regards a vacancy, you may have different recommendations from different governors who have not seen the same men?—Yes.

462. It rests with your department to determine who are nominated?—Yes; the other is only a preliminary arrangement.

463. How are the characters of soldiers investigated? Take, for instance, the case of a soldier returned from foreign service and applying for a post under your department; how do you pursue the inquiry into his character?—We get the parchment certificate to begin with, and recommendations from his commanding officer. We have access to the defaulter books, and we prefer taking a man with a clean sheet if possible.

464. How do you go to work in the case of a man who has just returned from foreign service when there is no particular record kept of him here?—We must go entirely by his testimonials.

465. That would be his certificate?—Yes.

466. He may have no private testimonials?—Very likely not. We should not hesitate to take a man with "Very good" on his parchment or "Exemplary"; we should hesitate about taking a man with simply "Good."

467. Do you find there is any agency existing for bringing the cases of soldiers before you?—No.

468. The application comes from the man himself?—Yes, generally.

469. Just as if he was any other member of the community?—Yes, quite so.

470. In your opinion, would there be any objection to increasing the proportion of ex-soldiers and sailors?—Yes, I think so. There is rather a growing feeling that the military element should not predominate too much in the prisons.

471. You say the military element, but you are aware that after a man has served four years in the Reserve he becomes a civilian? In fact, he

Chairman—continued.

he is a civilian while he is in the Reserve, but he ceases to have any connection whatever with the Army at the end of that time?—Yes, that is quite true.

472. Then would that objection hold, or do you mean to say that the fact of a man having been in the Army is an objection?—I do not myself think there is any objection, but there is a feeling outside that there should be a certain proportion of civilians in the prison service.

473. But still this man is a civilian after he has completed his term of service?—Yes.

474. He is an ex-soldier, but he is no longer a soldier; would you not call him a civilian?—We should classify him as a soldier. I have been 32 years in the prison service, and I was 13 years in the Army, and I am called a soldier still.

475. That is the way you deal with these men; you still consider them soldiers?—Yes.

476. Then the mere fact of a man being in the Army would, to a certain extent, be a disqualification?—No; I cannot say that, the simple fact of a man being in the Army is not a disqualification. We should take him, and if he were a non-commissioned officer, we probably should take him before anyone else, but we should not refuse a civilian if he were the better man of the two.

477. You have no hard-and-fast rule, but the result has been?—That the soldiers get the preference because there are more applicants.

478. You were speaking, so far, of what we call local prisons?—Yes.

479. Can you give us figures as regards central prisons, convict prisons?—In the convict prisons on the 28th of June, according to a late Return, we had 690 subordinate officers. Out of those 421 were soldiers, sailors, or marines, and 259 civilians.

480. So, there again, the ex-military element has the predominance?—Yes.

481. What has been your experience as regards the relative merits of the two classes?—My experience of them is this, that a non-commissioned officer makes the best warder. To begin with, he falls more readily into the rules of the prison system. In the long run the civilian makes an equally good prison officer, but he does not fall into the prison ways so readily as the non-commissioned officer does at first.

482. What do you mean by prison officers?—Subordinate officers; we call all officers, from the chief warder downwards.

Mr. *Pickersgill.*

483. I did not quite catch your answer with regard to falling into the prison ways?—The non-commissioned officer falls more readily and quickly into the duties of the prison, but in the long run the civilian makes as good an officer.

Chairman.

484. Have the local authorities any patronage in the question of appointments?—No, none at all.

485. Still, it is not an open competition; you go by testimonial?—We go by testimonial.

Colonel *Murray.*

486. Have you any standard of height and size?—Five feet six is our height.

Colonel *Murray*—continued.

487. Could you say which branch of the Army predominates?—We have no means of saying.

488. You do not keep any record of that?—No, we have no record; they are all classed together, naval and military.

489. You have no details as to whether they are infantry or cavalry?—No.

490. Would a man have a better chance of employment if he were able to bring any further details as to character with him?—Yes, certainly. The question of character does not rest alone with us. After a candidate is nominated he goes before the Civil Service Commissioners; they look into his character before he is certificated.

491. You say the non-commissioned officer makes the best warder; do you find that other ex-soldiers who have not been non-commissioned officers make satisfactory prison officers?—I do not think they do altogether. I do not think an old private makes a good warder.

492. But the soldiers who leave the Army now are not old?—No; our age is from 24 to 42; I think 24 too low; a better age would be 30.

493. Or anything under that, such as 26?—Yes.

494. In fact, when a man leaves the colours and goes to the Reserve?—Yes.

495. And you find that class of soldier satisfactory?—Yes, I think he is satisfactory, certainly. I do not know that I have noticed him particularly, but I think he would be.

496. Equally so with civilians?—Yes.

Captain *Bethell.*

497. Are you able to distinguish between soldiers and sailors?—No, I have not any means of doing so.

Captain *Grice-Hutchinson.*

498. Are these the men who have completed their 21 years with the colours, or a large proportion of them, or reservists?—I cannot tell you the difference between the classes, but we do not hesitate to take a Reserve man if he presents himself.

Chairman.

499. The question has been raised whether the police might not be placed in difficulties by the Reserve men being called out. You have not suggested it?—No, we have had no difficulty at all.

Mr. *Pickersgill.*

500. You commenced giving us some information, but you did not follow it up. I think you said that during the 12 months ending 31st October 1894, 1,088 persons filled up applications for appointments?—Yes.

501. Can you tell us how many of those respectively were civilians and how many military men?—716 were naval and 372 were civilians.

502. Then with regard to the appointments?—There were 87 appointments, of which 38 were civilians and 49 naval and military.

503. Then you told us that the staff in local prisons was 1,269. Can you tell us how many of those were warders?—No.

504. I suppose really the bulk are warders?—They are all warders, but they are different grades, principal warder, warder, and assistant warder,

Mr. *Pickersgill*—continued.

warder, and then in the convict service there is what they call the civil guard.

505. Does the 1,269 include the clerical service?—No.

506. They are all in the nature ot warders?—Yes, they are all warders.

507. Has the proportion of military and naval persons employed greatly increased since the local prisons were taken over by the Central Department from the justices?—Yes, I think so.

508. Very greatly?—I think so. We have no means of ascertaining what the numbers were when they were under the magistrates, but I think there were fewer soldiers taken on then than there are now.

509. Comparing the present time with the earliest years of the central control, has it increased since then, since it has been under your jurisdiction?—We have had more applications.

510. Yes, but have you made more appointments of military men?—Yes, I think so.

511. From what class do the civilian applicants come?—We prefer taking them from the artizan class, men who have a knowledge of a trade and likely to be useful, such as shoemakers, tailors, or carpenters.

512. And at what age do warders enter?—They enter at 24.

Mr. *Pickersgill*—continued.

513. That of course applies, I presume, to military and naval men?—Yes, just the same.

Colonel *Murray*.

514. You have mentioned the clerical service of your Department; are ex-soldiers available for that?—No, they are not.

515. For any particular reason?—No.

516. The men are not quite qualified?—Not always.

517. If a man came to you with qualifications, what then?—It might be done.

518. What would be the qualifications?—He should certainly be a good writer and understand figures, and he ought to be generally intelligent.

519. He should understand bookkeeping?—Yes.

520. Most soldiers who leave the ranks can write well?—Yes. An orderly room clerk, for instance, would make a very good clerk in the Prison Department.

521. Could you give us the numbers that are employed?—No, I cannot. There are not many. We have a few employed as schoolmasters, schoolmaster warders, and they get about 12*l.* a year more, and are available for clerks.

522. And a fully-educated soldier would be competent?—Yes, quite competent.

Tuesday, 9th April 1895.

MEMBERS PRESENT:

Mr. Benson.
Captain Bethell.
Captain Fenwick.
Captain Grice-Hutchinson.
Colonel Lockwood.
Colonel Murray.
Lord Edmund Talbot.
Viscount Wolmer.
Mr. Woodall.

VISCOUNT WOLMER IN THE CHAIR.

Chairman.] Mr. Woodall suggests that it would be an appropriate thing that we should pass a Resolution of sincere regret as to the loss the country and the House have sustained in the sudden death of our Chairman, Sir George Chesney, and to say how much we have appreciated his labours on this Committee, and his invariable courtesy.

Sir CHARLES WILSON, called in; and Examined.

Chairman.

523. HAVE you prepared any notes on which you would like to be questioned?—No; I did not know what information the Committee wished me to give.

524. You are Director General of Military Education, are you not?—Yes.

525. Before coming to the general subject of this inquiry, there is a special point upon which the Committee wish for your evidence, and that is, how far there is now entering the ranks of the Army a class of recruit who from education and previous training may be considered likely, after leaving the Army, to be eligible for minor clerical appointments in the Civil Service?—I think the class of recruit entering the Army is not very different from what it was a few years ago; it depends to a great extent on the general education of the country. But more work is done in the Army schools now than used to be done. Perhaps I might explain that better by giving the number of men who have gone up for first-class certificates of education. In the year 1892, 1,005 men in the Army went up for first-class certificates, and 423 obtained those certificates. In 1893, 2,225 men went up for first-class certificates, and 619 obtained their full certificates; 993 obtained a pass in three subjects. I may perhaps explain that in 1893, for the first time, a man was allowed to take up only three subjects and to go up afterwards for the other two subjects. In 1894, 3,007 men went up for first-class certificates, 809 obtained them, and 1,246 passed in three subjects.

Colonel *Lockwood.*

526. The first year it was different, was it not?—The first year they were not allowed to take up only three subjects. In March 1895, 2,255 men went up for their first-class certificates. That is for the half-year only, so that the half-year of 1895 shows a greater number than the whole year in 1893. This shows satisfactory progress in education, and in the number of men who go up for first-class certificates. I think a very much larger number of men would go up if our first-class certificate were accepted for certain appointments.

Colonel *Lockwood*—continued.

Lord *Edmund Talbot.*

527. But there are a great many appointments, are there not, where it is necessary to have a first-class certificate?—In the Army, but I meant outside the Army. For instance, the Post Office might accept our first-class certificate.

Chairman.

528. The late General Feilding gave evidence as Inspector General of Recruiting, and he mentioned the fact that there was an increasing number of men joining the Army whose trades or professions were those of clerks?—That I have no personal knowledge of.

529. It has been suggested that in the minor clerical branches of the Civil Service which are open to public competition a certain proportion of posts might be reserved for competition, but between ex-soldiers only; that is the class of men of whom you have been speaking. Do you consider that a feasible suggestion, and that they are a class of men fitted for such posts?—I think that would be a very good system if it could be introduced. I had better state exactly what the character of the first-class certificate is. Our examination for a first-class certificate corresponds very nearly to the boy-clerk examination of the Civil Service Commissioners. I have here, if any Members of the Committee would like to see them, the examination papers for the last examination; they will perhaps explain the character of the examination.

Captain *Bethell.*

530. What classes of subjects, roughly, does the first-class certificate embrace?—Arithmetic, writing

Captain *Bethell*—continued.

writing from dictation, writing a full copy from a *précis* or a letter from a draft, English history, and geography. There is also a voluntary examination in European or Oriental languages, and in certain military subjects.

Chairman.

531. Do I understand that the examination for the first-class certificate is very similar to the examination for the admittance of boy clerks to the Civil Service?—We consider it higher than Standard 7 of the Education Code, and it may be taken to be equivalent to the examination of boy clerks as conducted by the Civil Service Commissioners.

532. Besides men who are sufficiently well educated to obtain a first-class certificate, are not there a considerable number of men in the service who are practically used as clerks, either in the orderly room or at various head-quarters of districts; would that training be of any assistance towards such Civil Service appointments as I have mentioned?—An orderly-room clerk's training would only be a training as a copying clerk, or not much more.

533. But surely some of these Civil Service clerkships are very little else, are they?—I think that some of them are very little more than copyists.

534. You have given considerable attention to the subject of employment of discharged and reserve soldiers, have you not?—Not lately. I did when I was Director General of the Ordnance Survey at Southampton. A great many cases used to come before me there.

535. When did you vacate that appointment?—In March last year.

536. Will you briefly tell the Committee the impressions you gained from that experience?—The men I had chiefly to deal with were engineers, who had received a rather higher education than men of the Line. At Southampton there are four companies of Engineers engaged on the survey, and every soldier who conducts himself well and has shown ability for survey work, is employed as a civilian after his term of service has expired. In addition to these men who are employed on skilled survey duties, there are a certain number of labourers; for those posts there are a large number of applicants; and I generally used to give the preference to pensioners and reserve soldiers. It was not often possible to employ pensioners as labourers on the field work; they were generally either too old or not active enough, and we preferred younger men; but for printers' labourers, messengers, and posts of that kind, I generally preferred having pensioners or reserve men. But what struck me most at Southampton was the number of reserve men who were constantly passing through the town seeking employment. I could not give employment to all of them, and they had to pass on to the next town.

537. Had you any means of judging of the character of those men?—They showed me their discharge papers, and, as a rule, their discharges

Chairman—continued.

gave good characters. It was simply a case of not being able to obtain employment.

538. Were they men who had recently obtained their discharges?—Some of them were, and others had been discharged for some time longer. In some cases the men had been wandering about from town to town trying to get employment, and had not been able to get it.

539. Have you no particular view as to the possibility of assisting these men, which you wish to put before the Committee?—I think that some of the smaller appointments in the Government service might be reserved for them, and that our first-class certificate might be accepted in some of the cases in which an examination is required by the Civil Service Commissioners.

540. Did the men you employed, presumably selected with care, prove satisfactory?—Yes. I think the percentage of failures was smaller than in the case of men drawn from civil life, as all the pensioners and reserve men employed had the sense of order and discipline.

Colonel *Lockwood.*

541. Let me ask you a question I put to General Feilding. I asked him, "Has your attention been drawn to the statement that was made during the discussion on the Army Estimates; the Director of Education stated that hardly one man in nine or ten could read or write properly, and that a contractor who in 1890 asked for labourers for the Ship Canal mentioned that only five out of 20 could read and write; in some cases the proportion was only one in 20, and that in another case a score of men were wanted for a railway goods department in London, and the conditions were that they must write and add up a few figures, but that 20 men could not be found, although they were quite capable of doing the work required?" Then General Feilding asked, "What year was that in?—(*A.*) This was said on the 6th July last year." Then General Feilding said, "All I can say is that on the 1st January 1892 there were 371 per thousand men who were recorded as having superior education." That was rather a strong statement for a Blue Book, but I presume it is correct?—I have the report of my predecessor here in which that passage occurs.

542. Can you throw any light on the matter?—I think that the recruits, or the greater proportion of them, are young men who have left the board schools at the age of about 14, and have had no further education before entering the Army. During the period from 14 to 18 many of them forget a great deal that they learnt in the board schools, so that the education of the great mass of the men is not better than it is in civil life.

543. But this refers simply to reading and writing, which are things which could hardly be forgotten, could they?—The reading and writing of many of the men is very bad when they join the Army; it improves greatly after they have been in the Army schools.

Mr. *Woodall.*

544. Are you prepared with any statistics of education

Mr. *Woodall*—continued.

education generally with regard to the Army at the present time, as compared with, say, 10 years ago?—Not as regards 10 years ago.

545. Or with any past date; you have said that the general educational proficiency of soldiers bears very much the natural relationship to the civil population?—Yes.

546. And inasmuch as we experience steady improvement from all the statistical returns in the general culture of the ordinary population, do you find pretty much the same, no more and no less, amongst soldiers?—Certainly, the soldier is very much the same as the civilian of the same class.

547. Can you give us the figures such as you have included in your report showing comparatively what is the relative degree of culture between the two?—In the Appendix to the Report on Army Schools for 1893 a comparison is given between 1888 and 1892, and in the Army Return for last year is given the state of education up to the end of 1893. I can make a comparison between 1888 and 1893 and send it to the Committee, if they wish, and there may be returns for a longer period.

548. Will you prepare a general statement covering all the grounds on which we have any statistics bearing on the subject, and put it in, showing the general improved tendency of popular education as bearing upon the common soldier?—Yes.

549. And, if you can, will you give us any further evidence with regard to the effect upon the personal character, and especially upon the industrial habits of the soldier, so far as it can be held to have run *pari passu* with the statistics of instruction; do you think you would be able to supply information of that kind?—With regard to the industrial education?

550. So far as any figures would indicate it, could you show whether the better education which the soldier has enjoyed has made him more regular in his habits and conduct, and whether it has given him any better inclination towards industrial life?—I am afraid I have no definite information upon that point.

551. But you would probably be able to give us your own personal opinion?—I think the improvement in the soldier during the last 15 or 20 years has been enormous in every way, but there are great difficulties connected with the question of technical schools which has been raised.

552. How far have you given your own personal and official attention to the inculcation of industrial habits, and some kind of training in industrial matters, with regard to soldiers?—The question, in its general bearing, has not been fully considered yet; the difficulty has been with regard to time and to instructors. The Army schoolmasters are now very fully employed, their time is more occupied, I believe, than that of schoolmasters in civil life, and the only time at which instruction could well be given would be in the evening.

553. That is to say, that the literary curriculum occupies all the time which is available in the daily process, does it?—The Army schoolmasters have to give instruction to the children as well as to the adults, and practically they have to teach about seven and a quarter or seven and a half hours every day; that is quite as much as a man can do profitably.

554. Then what are the opportunities enjoyed by a soldier of acquiring anything like a technical training or manual instruction?—The only opportunities are in the tailors' shops, the farriers' classes of two months at Aldershot, and the regimental workshops.

555. Would you say that a soldier who had enjoyed the advantages of that particular kind of training, went into civil life with a greater certainty of obtaining employment than one who had not?—I think a soldier who had been through those classes would have a greater chance of obtaining employment in civil life.

556. Then do you favour an extension of that kind of instruction?—Certainly; I think every facility should be given for that class of instruction.

557. Have you had any opportunity of ascertaining or observing whether that kind of training given, under the circumstances you have described, to the soldier, would be regarded with anything like jealousy by the civil workman with whom he would come into competition?—Only on the Ordnance Survey. There is a certain amount of jealousy between the civilians and the pensioners who are employed after discharge. Generally a man who has risen to the rank of sergeant or sergeant-major on the Ordnance Survey is a man of superior capacity and intelligence, and, usually, having been in a place of authority and command for a large portion of his 21 years' service, he is given a place of importance when he leaves the service. This has given rise to a certain amount of jealousy between the civilians and the pensioners who are employed.

558. Referring again to the industrial exercises which one sees in barracks, for example, you know that there has been a disposition to employ soldiers in work of that kind, do you not?—Yes.

559. Such handy work as they could be put to for extra payment. Are you not aware that protests are made, from time to time, by the trade unions against their being so employed?—Not to my personal knowledge.

Captain *Grice Hutchinson.*

560. You have spoken of technical education, and you have said you thought it would be a very good thing with regard to the soldier obtaining civil employment, if some system of training him for a trade could be carried out besides what you have mentioned?—Yes.

561. Have you any idea as to how it could be carried out. Do you think, for instance, an establishment such as that at Aldershot would be taken up and welcomed by the soldier?—I think the soldiers would attend in winter, not in summer.

562. Voluntarily?—We know from our returns that the attendance at the schools is very much larger in the winter. The men come into the schools in the winter, but in the summer,

Captain *Grice Hutchinson*—continued.

summer, particularly after field-days and after much drill, they are not so disposed to work. I believe if a school of that kind were started at a large camp like Aldershot or the Curragh, it would be largely attended during the winter evenings.

563. You have never gone much into the question, I suppose, but what sort of technical education do you think would be most desirable; carpentering and shoemaking?—Carpentering, shoemaking, and smith's work.

Colonel *Lockwood.*

564. Would you suggest shorthand and typewriting also as well as a handicraft?—We encourage a knowledge of shorthand writing now. An order will be out next month, awarding prizes to soldiers who obtain certain certificates in shorthand.

Captain *Grice Hutchinson.*

565. One bar that has been mentioned to a soldier getting employment; in the Civil Service is the limit of age; he is too old. Do you not think an exception could be made with regard to the reserve man, so as to give him more latitude as regards age for the Civil Service?—I certainly think there ought to be a special exception for soldiers.

566. What is the limit of age for the Civil Service appointments, do you know?—I believe it varies in the different Departments.

567. But still, as a rule, the reserve soldier is too old, is he not, when he leaves the colours, for any such examination?—Yes, he is too old for many appointments.

Colonel *Murray.*

568. I understand you to say the Military Education Department consider the first-class certificate gained by the soldier to be equal to something rather higher than the seventh standard of the National Education Department?—Yes.

569. Is that recognised by the Civil Service Commissioners, that you are aware of?—No.

570. Is any military certificate recognised by them as giving any advantage in their examinations?—Not in the regular Civil Service examination, but there are certain appointments, those of warders in the military prisons, for instance, to which men are appointed without an examination by the Civil Service Commissioners.

571. Without examination from the fact of their having the higher class of military certificates?—Yes; they are specially recommended by the Secretary of State for War.

572. One question with respect to technical education. The men you employ chiefly in the Survey are engineers, are they not, who have better education than linesmen?—They are all engineers.

573. Had you any of the reserve men of the Infantry in your employment?—As labourers, not as survey men.

574. Then you have no opportunity, have you, of seeing if those men had any knowledge of any industrial work?—In some cases we had, such as those of men employed as skilled printers' labourers, and appointments of that kind; sometimes we got men who in early life had been printers or lithographers.

Colonel *Murray*—continued.

575. They have not had the opportunity of learning anything of that kind in the service, have they?—Not in the service. I may, perhaps, mention that some very good men first joined the Survey as labourers in the North and West of Ireland. After serving for about two years as labourers they enlisted in the corps, went through the schools at Chatham, and then came back to the Survey as trained sappers. Those men who when they were labourers had a poor education sometimes turned out very well.

576. It has been stated in evidence, by a manager of one of the great railways, that if soldiers were to apply to them for employment, with some knowledge of book-keeping, that they would have an advantage, and would possibly be employed more frequently than without such knowledge. Would it be possible, under the present system of education in the Army, that some men should have the opportunity of learning book-keeping to fit them for a clerk's position?—I think it would be rather difficult to fit book-keeping into the present course.

577. As you have said, the schoolmasters would not have sufficient time under the present system?—The schoolmasters would not have sufficient time under the present system to teach a separate subject.

578. They would have to give up some of the other education in order to do it, would they?—Yes. The education of the adults is principally with a view to their obtaining the second-class certificate of education.

579. Would it be possible that soldiers should attend the national schools of education?—I do not think a soldier could well attend the national schools. A man in uniform attending one of the national schools would be a prominent person, and I do not think it would be satisfactory.

Mr. *Benson.*

580. I did not quite follow the figures you gave as to the men who have entered for the first-class certificate during the last few years. I gather that now the examination may be taken in two subjects at a time?—Yes.

581. And that is a change which has been only lately made?—Yes; in 1893.

582. That would, of itself, bring about a considerable increase in the numbers entering each year, would it not?—Yes.

583. That is to say, a number of men would go up two years running?—Yes.

584. And that would increase, would it not, the total entries each year for first-class Army certificates?—Yes; I have given the number of men who went up each year.

585. Are they new entries each year?—Not all; of the 3,007 men who went up in 1894, 2,502 were new entries. Information respecting the men who went up in March last is not yet available, but it is known that the number of men going up for their first-class certificate has largely increased.

586. With regard to the engineers employed under the Survey Department, a good many of them left you, I suppose, without your being able to find permanent positions for them on the Survey?—Very few of the good men. Some left

Mr. *Benson*—continued.

left to get better appointments; but very few of the good men leave.

587. Do you happen to know anything about what became of the other men?—In some cases.

588. Were they men of unsatisfactory character, generally?—No; some of them were good men; some of them are surveyors in the Straits Settlements and Ceylon, and other places. Many of the men who leave the Survey go abroad.

589. Have you any knowledge of their finding a difficulty in obtaining employment afterwards?—A good man who leaves the Survey never has any difficulty in finding employment.

590. You said just now that you thought the Civil Service Commissioners might accept your first-class certificate as equivalent to passing some examinations which they held. Had you any particular examinations in mind when you said that?—I was thinking of the Post Office.

591. To the examination that postmen go through?—Yes.

592. A first-class certificate examination is far superior to the examination postmen are put through, is it not?—I have no knowledge of the examination postmen have to go through. I was thinking, however, of letter carriers, letter sorters, and positions of that kind.

593. As a matter of fact, your paper is very much stiffer than postmen, or that class of men, are put through. Had you not thought of any other Civil Service examination which it might be taken as equivalent to?—I think in the Customs Department soldiers and sailors might be employed more than they are.

Colonel *Lockwood.*

594. As clerks, do you mean?—As clerks and extra men.

595. With your examination, do you mean?—With our examination.

Mr. *Benson.*

596. Do you happen to have talked over this question with the Civil Service Commissioners, or do you know much about the character of the various examinations that they hold?—No, I have not spoken to them myself, but the question was discussed some years ago with the Civil Service Commissioners.

597. Will you tell the Committee with what results, if any?—I think the result was that they were bound by the Order in Council of the 4th of June 1870.

598. At any rate, it did not result in any offer from them to take your certificate as equivalent to their examination, did it?—No.

599. Have you any information showing the advantage to a man after he has left the Army of having obtained a first-class certificate; could you, for instance, say whether a man, with the amount of education implied by a first-class certificate, would find any difficulty in getting any suitable employment afterwards?—No, I have no information upon that point.

600. You said it would be possible to institute technical schools for the Army in places where there were a large number of soldiers like Aldershot?—Yes.

601. In the ordinary garrison towns there are very often technical schools for the civil population; would it not be possible for them to be made use of for the training of the men of the garrison in those towns?—I do not think it would be popular amongst the soldiers.

602. Do you know if there would be any difficulty in the way of a soldier who wished to attend such schools in attending?—I do not think so, but I have had no communication with commanding officers on the subject.

603. If there were a number of men who wanted to attend, I suppose it would be possible for the military authorities to make special arrangements with the managers of such schools, would it not?—I think that could be done by the payment of certain fees.

Mr. *Woodall.*

604. Following up what Mr. Benson has asked, in garrison towns and other places where there are soldiers' homes, which we know do so much good, is it a common circumstance that they have classes in connection with those homes of an educational character?—I have no personal knowledge as to that.

605. A soldier has abundant leisure and opportunity, has he not, for spending his time profitably in such homes and institutions as exist in different garrison towns?—Yes, in the evenings.

606. And there would be nothing to prevent his joining with comrades in pursuing any studies for which facilities would be afforded, would there?—No, there is nothing that I see to prevent that.

Chairman.

607. Will you be able to furnish the Committee with the form of the second-class certificate, and give us the figures of those passing?—Yes.

608. Will you put in a copy of this Return, and give us a short memorandum of the state of education in the Army, comparing the years 1894 and 1874?—I will give as good a comparison as I can.

Mr. *Woodall.*

609. If I might suggest, you will have gathered what are the general purposes of the Committee, and you might put in a memorandum expressing your own general view of the effect and tendency of the changes in form of instruction under which soldiers have benefited of late, fitting them for civil employment?—Just so.

Captain *Fenwick.*

610. You are aware, are you not, that in the year 1891 there were positions in regiments or battalions which, by an alteration of the regulation in that year, had to be filled by men holding first-class certificates?—Yes.

611. Do you not think that that has contributed a good deal towards the large increase in the number of men going up for first-class certificates?—Certainly; it has had a very considerable effect.

612. Might I ask you also whether the present

Captain *Fenwick*—continued.

standard for first-class certificates has been raised during the last few years at all; are the papers more difficult, is it more difficult to obtain a first-class certificate now than it was, say, five years ago?—I do not think there is very much difference. The change was made in 1888.

Chairman.

613. Supposing that the Civil Service Commissioners gave the special age allowance to Reserve soldiers to enable them to compete for

Chairman—continued.

posts for which they are at present ineligible owing to excess of age, would it be possible for you to arrange for prospective candidates for those posts to have classes preparing them for examinations?—That depends a great deal on what the examinations would be. I do not think we could introduce many additional subjects into the course of study, as it has been framed to enable men to get, in the first place, second-class certificates, and, in the next, first-class certificates.

Mr. C. S. Loch, called in; and Examined.

Chairman.

614. Are you Secretary of the Charity Organisation Society?—I am.

615. Are you aware of the subject of the inquiry of this Committee?—I am.

616. In your opinion, is the difficulty in finding employment for reserve and discharged soldiers practically confined to those who have served in the Infantry?—So far as I can ascertain, it is so. I may say I have been connected with the association for dealing with them, and I understand that is the feeling prevailing there.

617. Are you aware that last year over 10,000 infantry soldiers were passed to the Reserve?—Yes.

618. What would most of these men have been before they enlisted, so far as you have been able to ascertain?—So far as I know, they would be men who would be unskilled, or, at any rate, those men who belonged to a skilled trade would probably care less for their craft than other men who would desire to stick to it.

Captain *Bethell.*

619. Are you including pensioners?—I was speaking solely at the moment of the Army Reserve men.

Chairman.

620. The question then, in your opinion, is, is it, how to find employment for unskilled labourers?—Yes, or people who have forgotten their skill.

621. Do you believe in any method for fitting these men for work of the type of labour performed by an artisan?—I confess to have hoped that that was possible. I am speaking of what one hoped some years ago, but I understand that one can hardly expect that now; that is to say, that the craft would rather be lost in the course of a military training than kept up, or indeed completed.

622. And you, of course, as a civilian, have no knowledge as to whether it would be possible to keep up that craft training?—I cannot speak upon that point.

623. Have you been able to form any opinion as to what proportion of these men are unable to find work?—I cannot give you that information in anything like statistical form; I think it is impossible.

624. Do you believe that any considerable portion of them become vagrants?—I have constantly heard that amongst the vagrants there are many men who are discharged soldiers, and from other statements that they are Reserve men. I could perhaps put that before the Committee clearly in connection with the Special Committee of our Society, which reported in June 1891, on the Homeless Poor of London. It was one of the questions that came before them. At that time we asked persons connected with the administration of the casual wards and the refuges in London to give evidence, and Mr. Elkerton, who was at that time master of St. George's, Hanover Square, Workhouse, told us that there were a great many discharged soldiers. He said, "I should think that of the men under 40, fully half had been in the Army. I fear I cannot go into the question of their having good discharges, they say they cannot get employment." Mr. Stewart, at that time superintendent of the St. Pancras Casual Ward, said, "We have a good number of soldiers. If I take 20 men, I should expect to find two soldiers among them; Reserve men." Mr. Duppas, superintendent of the St. Giles Casual Ward, said, "We get a great many who have been soldiers, and a great many of them belong to the Army Reserve. There are a great many Army Reserve men in casual wards." Then Sergeant-Major Shaw, at that time superintendent of the Newport Market Refuge, which is a refuge to which the better class would resort, was asked, "By this Report for 1889, I see that of those admitted the very large number of 250 consisted of discharged soldiers, 57 painters, and 85 labourers of all kinds; they make up the bulk. That would be the very class of persons who would probably be out of work?—(*A.*) Quite so, sir. (*Q.*) It seems to me a very large number?—(*A.*) In the year 1890, 211 old soldiers passed through. As a rule, they are Army Reserve men. (*Q.*) With regard to these labourers and painters, would they be physically fit for work?—(*A.*) Yes, we would not take them otherwise. (*Q.*) And the 210 old soldiers; would they be fine strong men?—(*A.*) Yes, able-bodied, as a rule." He was asked why these men leave the Army, and he said, "I find it is to get the deferred pay. After 12 years' service they have about 40*l.* to take. While that lasts they do not trouble about seeking for employment. (*Q.*) It seems a very sad state of things, because it is not only in your refuge, but in others?—(*A.*) No doubt. (*Q.*) Do you think

Chairman—continued.

think that if there was a depôt formed in London, by the Goverment we will say, for those old soldiers to go to, say on probation for six months, and then if they were found suitable, allowed to enter the Army again, do you think anything of that sort would do?—(*A.*) I do not think it would work, for the men would not go. After a man has taken his discharge he cannot go back until he repays his deferred pay. (*Q.*) You think this a bad system?—(*A.*) Yes. (*Q.*) Do you find that as a rule these discharged soldiers are ready to work?—(*A.*) Yes, as a rule. (*Q.*) Do you get them employment?—(*A.*) No, we keep them and make them look for it." They keep them seven days. Then he was asked to compare 1890 and 1891, and he said, "I think the number of reserve men is about the same." He could not account for so unusual a number. Then he says, "the majority we get are all able to work as labourers." We do not find they get work as readily as others, principally I should think because they are unused to work; the Army discipline has really done them harm as regards resource. Then taking another shelter which is in Stepney and with regard to which a friend of mine was very much interested, his statement was, "I should think that more than half of these soldiers (he was under the impression there a good many) had good discharges." Turning to other casual wards in the city they had not many soldiers; in Whitechapel they had not a large number. I should be inclined to draw the conclusion that these men gravitate to certain West-end shelters and certain particular refuges, and that, I think, one could not therefore judge from their number in certain places that they would be equally distributed over the whole area of the casual wards. We also asked an inspector of police of the A division who was kindly permitted to give evidence, whether "the respectable working man in your opinion is entirely absent from those sleeping out at night"? His answer was, "I never came across him; I come across a good many old soldiers. They resort to the lodging-houses chiefly till their money is expended; then they seek casual wards and refuges." We also had a casual himself under cross-examination who bore the name of Thomas Jones. He gave us this information, "There are a great deal, a great many more now under the six years service. In some wards I have been in, out of ten admissions there have been as many as six discharged soldiers. The majority would not be men of good character. A soldier with a good character now-a-days, on leaving the force has a chance to get a good billet. Some of them have as much as 18*l.* on leaving, and they have only to keep themselves for a week or so before they get situations." Then he says, "It is chiefly through their own fault that they come to the casual ward." That is a sort of combination of evidence which must be taken rather as general evidence, but still as the evidence of men who have daily to deal with the more or less homeless class.

625. On that evidence, and your own very wide experience of London poor, are you of opinion that most of these ex-soldiers who are out of employment are reserve men, or men who

Chairman—continued.

have left the Army for other causes?—It is very difficult to give a precise answer to that. My impression is that the last Witness I quoted was fairly right, namely, whatever they may be, they are not a very desirable class. The Committee that went into this evidence came to this conclusion. The Committee was composed of Members of our own society and of persons representing the refuges, and the Poor Law in London generally. They say, "One class whose presence amongst the homeless is much to be deplored, is that of the old soldiers and Army reserve men under the short-service system, estimates as to their number varying very greatly, but probably they constitute not less than one-fourth or one-fifth of the whole class of destitute, homeless people." Personally, I am inclined to think that is a high estimate.

626. Is this in London?—No, it says here the whole class, but I think you may say it is London, because the Report had to do with London.

627. Did they take evidence about anything else except London?—No. "In the battle of life the soldier is a feeble combatant. He is a 'man who has been trained up to lean so much on authority and discipline that when turned adrift on the world he is at a loss how to shift for himself.'" That is quoted from the Annual Report of a House of Shelter for 1890. "The system of 'deferred pay' seems to intensify the evil. After 12 years service the soldier on his discharge receives a sum amounting in some cases to nearly 40*l.* This, too often, seems to him an inexhaustible fund, and he is content to live in idleness until it is consumed. In the meantime he often becomes demoralised, and acquires a distaste for work. Many of the old soldiers out of employment are, no doubt, persons of bad character, and in some cases they may in adopting a homeless career, be merely reverting to their proclivities prior to enlistment, but it is worthy to note that, out of 77 homeless soldiers who applied to the St. James' Charity Organisation Committee in 1889, no less than 36 had 'very good' discharges—a remarkable fact, even when allowance is made for the leniency with which such discharges are usually given. In striking contrast with the number of soldiers in the absence of naval seamen from the homeless ranks. For instance, at the St. James' Charity Organisation Committee, which has dealt during the last five years with over 1,200 homeless persons, 'a homeless able-bodied seamen from the Navy' appears to be unknown." That practically is their summary of their evidence, and it must be remembered that the people on whose behalf that was written were all in different parts of London dealing, more or less, with this class of case, so that a good deal of general knowledge is also summed up in it.

Lord *Edmund Talbot.*

628. What is the date of the Report?—The date of the Report is June 1891.

Chairman.

629. Is it your opinion that these men contain

Chairman—continued.

a mixture of all characters, and that they are not mainly bad characters?—Yes. I think that the last evidence I quoted would to my mind be pretty absolute, partly because I know that in those cases the references have as far as possible been verified. In the general statements one receives there is not that verification, as a rule.

630. The men who had simply reverted to a loafing life or whose conduct was bad, I am afraid we must leave out of our calculations, but as to those who left the Army with good characters, and are physically sound, have you any advice as to the best way of helping them to obtain work?—I have never thought that the provision of work through Government Offices and so on would really meet the difficulty, and it seems to me a pity that men of this class should converge to London. Therefore there seems to me to be two conditions which, if possible, should be considered. First of all, it is very desirable that local opportunity for work should be given to the unskilled labourer; and next, I cannot help thinking that the more the system of unskilled labour becomes permanent, as it has been made lately in the docks, and as it is made now, I think, in connection with the South London Gas Works and so on, the more will it be possible for those authorities who, after all, want a clean, well-bred, serviceable labourer to take on definitely so many people a year. I should have liked to have suggested a more complete system, but I confess, after trying to think what would be possible, it seems to me we cannot do more than make as far as we can permanent arrangements with the very large employers of unskilled labour to draft definitely a certain percentage of the Reserve men into their ranks. I am afraid there is nothing more to be said than that.

Mr. *Woodall.*

631. In expressing that opinion, are you aware of what the railway companies have done?—Yes, I am quite. I was only thinking possibly it might be pushed further in connection with other branches of unskilled labour, for which I should imagine the soldier, with whom we are concerned, would be more fitted, such as docks, gas works, and so on.

632. Have you any knowledge as to what would be the feeling of the responsible organisers of those different bodies of labourers with regard to the intrusion of the ex-soldier?—Do you refer to the employers or the employed?

633. You said just now that you regarded as offering more favourable opportunities the better organisation of labour generally, and you cited what has been done at the docks particularly?—Yes.

634. Of course that better organisation is under trades union rules, but do you think that those who are the executive officers of the trades unions would place any difficulty in the way of the acceptance of the ex-soldier as a competitor with an ordinary civil labourer?—I do not know what the trades unions would say to it, but in the matter of unskilled labour the trades union has really comparatively little power to what it has in connection with skilled labour. On the other hand, giving my personal

Mr. *Woodall*—continued.

opinion on the matter solely, I cannot help thinking that the trades union would do a better service if it promoted permanent labour, rather than if it was only a union for the purpose of merely raising wages. I think that the docks companies themselves were very inclined to take this line irrespective of the great strike, and I cannot myself see how, considering the conditions of the labour market and the comparative ease with which unskilled labour comes to the front, it is possible by the trades union system to organise unskilled labour.

635. But you would attach, would you not, a great deal of importance to the advantages of permanent employment, and are not you aware that the trades unions protest that they do not attach any importance to the permanence of employment?—I am.

636. And that they attach more relative importance to the rate of wages, even though the term of service may be concluded by an hour's notice?—I am aware of that, and it seems to me that until that view of the question is, perhaps, somewhat modified, it is not possible to deal with these men as one would wish to do in the interest of the unskilled labourer. I think the view I am urging is the best.

637. Do you regard that policy on the part of the executives of the trades unions, and particularly of the labour organisations, as unfortunate?—Yes, in its most absolute form.

Mr. *Benson.*

638. When you referred just now to the better organisation of labour, did you mean the better arrangements on the part of employers?—Yes; I meant the word "organisation" in its general sense, and not in any particular sense. It seems to me the trades unions were trying to get a higher wage, but not a more permanent employment. I thought their interest in this matter was coincident with the interest of the employer, and that a permanent employment in unskilled labour was really the thing to work for in the future.

Captain *Bethell.*

639. Your recommendation, then, with regard to these Reserve soldiers, I understand, is that something should be done with the large private employers of casual labour, and that some steps should be taken to persuade them to give employment?—Yes.

640. Do you know what has been done by the railway companies?—Yes.

641. Do you know that it does not appear to have been entirely satisfactory?—I can understand that. We can hardly expect it yet, and I think, on the whole, the class of labour I have been referring to would be more suitable for the particular men we are concerned with.

642. But, on the other hand, the evidence we have had from all the witnesses who have given evidence about the railways is that they all agreed that the soldiers are not satisfactory men where hard work is concerned, and the recommendation which you make would appear to be that they should undertake this hard work for which they do not seem to be extremely well fitted?—I think that is an important point. If

these

Captain *Bethell*—continued.

these men are not up to the hard work of unskilled labour, of course it is a very grave criticism on the position altogether. One would naturally imagine that a percentage of the men in the Army would be comparatively weedy fellows, who would not be able to do this work, and for that percentage I do not see what is to be done. Although they have been in the Army they are practically unfitted for outside work of any sort, unless they are clever in some other way. Therefore, with regard to them, I do not know what we can do. The country has so far made a provision that if they are destitute they can get relief, but I should imagine the bulk of the men ought to be in a position, when they leave the Army, to do hard work. It is a most serious thing, drawing the men into the Army as we do, that we cannot put them back with strong muscle, at any rate, into the labour market, because it is on that they must depend.

643. I quite agree it is very unfortunate, but the evidence is all one way. Have you any knowledge of your own which would to any extent be in opposition to the evidence we have had from the railway authorities upon this question of hard work?—No, I have no such evidence. In what sense do you mean?

644. Whether these reserve men are able to undertake the hard work which is required of an ordinary labourer doing hard work. Have you any such evidence?—No; all I can say is, in a talk with the secretary of the association, he did refer to a good many of these men as unable or unwilling to do this work.

Lord *Edmund Talbot.*

645. Unable or unwilling?—It is difficult to say which it is, but it is often a blend of both.

Captain *Bethell.*

646. The fact of the matter is that one blends into the other, I suppose?—Yes.

647. Have you any evidence about men who have served 10 years in the Navy other than that they do not come into these casual houses and workhouses; anything as to their powers of labour or their adaptability for labour?—Speaking as a society, we have employed some of those men, and we always find them very satisfactory; they seem to be very ready, full of resource, and make very good officers.

648. You have been connected with the society a good many years, have you not?—Yes.

649. Have you ever heard anybody suggest that in that particular there is a deterioration in the capacity of sailors for adapting themselves to civil life in late years?—I have never heard that.

Chairman.

650. Do you include marines in the sailors?—Yes.

651. Have you no theory why a sailor turns out so much more adaptable?—No; I am afraid I cannot give you any theory as to that.

Mr. *Benson.*

652. In your experience, I understand you have come across a remarkable number of men

Mr. *Benson*—continued.

in the reserve who have no special skill or educational qualifications, who are without work, but you have not, so far as I understand, come across anything to show that men possessed of any special skill or capabilities have any difficulty in getting work?—No, I do not think so; I think they do get work.

653. You have not come across any such, have you?—No, I have not.

654. You said you thought it unlikely that a man who before going into the Army had been a skilled workman of any kind, would be able to recover his skill on return to civil life. The Committee have had some remarkable evidence from Dr. Anderson, the head of the Ordnance Factories, to the effect that men who had been mechanics before entering the Army, very readily recovered their skill?—I think that would be true if the men are employed upon similar work in the Army. I was referring to the linesmen only, who are rather of a different type.

655. He was not referring to that kind of men. He was not referring, for instance, to the engineers, but he referred only to infantry men. Supposing that to be true, are there any arrangements, or rules of trades unions, which would put any obstacle in the way of a man getting back into his skilled trade after he leaves the Army?—No, I do not think so. Being interested in this question I looked up the rules of one or two societies, taking for granted for the moment the hypothesis that a man would leave the Army as a fairly-skilled artizan. Taking the Amalgamated Society of House Decorators or Painters as one, I find the entrance fee for full members is 5*s.*, and trade members 2*s.* 6*d.*; painters of from 20 to 45 years of age, who have worked at the trade for five years and receiving the current wages of their town, are eligible for full membership. Painters of from 20 to 50 years may join as trade members. Then the Amalgamated Society of Boot and Shoemakers, London, the entrance fee is as follows: shopmates who have not worked in a society town pay 1*s.*; if they have worked there more than six months they pay 2*s.* Then come the rules as to apprentices. Then, any number of journeymen in the trade and other societies may be admitted on payment of an entrance fee of 6*d.* a member.

656. But are there not in many of these unions rules requiring a man to have served an apprenticeship for a certain length of time?—In the engineers, which is perhaps a trade applicable to this matter, they have a graduated entrance fee. A candidate for journeyman must have served a five years' apprenticeship or have worked five years, or in the case of some branches of the trade seven years, and be in receipt of the usual rate of wages. That apprenticeship would have been served in a case of this kind before the man went into the Army, if at all.

657. But that is rather peculiar to the engineers, is it?—I took those out as fairly good samples, and I noticed that one. I have another sample here. In the case of brass founders, the London Society, the entrance fee for 25 to 35 years of age is 5*s.* They do not appear to require

Mr. *Benson*—continued.

require an apprenticeship, but candidates must be competent smelters, firemen, or trimmers.

Captain *Fenwick.*

658. From your experience, can you say whether you think there is very much prejudice now against employing reservists?—I should say not.

659. Would you think, supposing all other things being equal, and a man wants, say, a groom, or an unskilled gardener, and one applicant was a reservist, and the other a civilian, he would make any difference because one had been in the Army?—Not at all, I think that some men would rather like a man because he had been in the Army.

660. You think, generally speaking, among private employers of labour there is no prejudice against reservists, do you?—Perhaps I have not knowledge enough to make an absolute statement, but that is my impression. I may say sometimes if we want extra men, I like to get these men of the non-commissioned officer type who have been broken in.

661. You employ a great number of officers, I suppose?—We employ officers in London, but not a very great number. We have one attached to each committee, but a good many of the men we employ are men who have been soldiers.

Captain *Bethell.*

662. The evidence we have had from various special employers of labour is that they are unable to give the discharged soldiers a very clean sheet with respect to drinking. Have you any evidence to give the Committee on that point?—The only suggestion I can make is this: The fact that a good many are in the vagrant ranks would be, generally speaking, an argument to support the evidence which has been given. I cannot go into the matter in detail. If the Committee desired, I could give an analysis of a large number of cases which would tell their own tale, but nothing further.

Colonel *Murray.*

663. Some comparisons were made between the sailor and soldier reservists, and you said you noticed that sailors were very satisfactory. Can you tell whether those sailors you noticed were put to the hard unskilled work?—No, I am not speaking of that at all; I am speaking on the general question entirely.

664. Can you form any idea of the different class of training itself, which makes them so handy over the Reserve soldier?—I am afraid my reply would be a little theoretical, but my impression is that the mere muscular training of a sailor is of immense importance in this matter.

Colonel *Murray*—continued.

665. Has he any technical knowledge over the soldier which fits him for employment over the soldier?—I could not say, but I think in some ways possibly he is superior to the ordinary man in the line.

666. From the facts that have come under your notice, can you say whether the reserve soldier is well educated, and as well educated as an ordinary civilian at his time of life?—I always make them show me their parchments and certificates, but I do not think they write so well, or a great many of them, I think, do not. Most of them I see have the second-class certificate. I do not think it is their *forte*; some of them write very nicely.

667. Do you think the education they have received in the Army is of any advantage to them in after life?—I think the judgment I read from the paragraph in this report is fair about that, and it is a question as to whether they have such resources when they leave as a man of that age, without having gone through the Army, would have.

Chairman.

668. The number of men in London who have served in the Army at one time or other must be very large, must it not?—Yes, I should think so.

669. And those men who are at work, I suppose, would only form a very small proportion of the number?—That is certain, I think. You see, it is a matter of disposing of 10,000 in the year.

Mr. *Woodall.*

670. It is a larger number than that, is it not?—I was only speaking of the infantry. That, of course, is all over England and Wales, all over the kingdom, in fact; and I do not think it is an appalling number relatively to population, by any means.

671. Was any evidence brought before your committee to give any idea whether these men were Londoners before leaving, or who, after discharge, were countrymen converging to London?—If you want that information I can give it you. I can find out where the men came from in a good many instances, but I could not give it offhand. I should have to take it from the papers of a series of men whom we have dealt with as homeless. If you desire it, I could furnish you with it.

672. Will you furnish the Committee with that information?—Yes.

Tuesday, 30th April 1895.

MEMBERS PRESENT:

Mr. Benson.
Captain Bethell.
Mr. Brookfield.
Captain Fenwick.
Colonel Murray.
Lord Edmund Talbot.
Viscount Wolmer.
Mr. Woodall.

VISCOUNT WOLMER IN THE CHAIR.

Mr. ARTHUR HARRIS, called in; and Examined.

Chairman.

673. ARE you general secretary of the Labour Protection League?—Yes.

674. And are you affiliated to the Trades Union Congress?—Yes.

Mr. *Woodall.*

675. Will you explain to the Committee as to what area the Labour Protection League with which you are connected deals?—The area with which we deal is from London Bridge down to Woolwich Arsenal.

676. You include, do you not, the class of labourers who are employed in the Woolwich Arsenal and in the Ordnance Stores?—Yes, in the Ordnance Stores, and also the Ordnance Factories.

677. And men who are employed in the dockyards?—We had, until quite recently, several branches affiliated to our organisation at Portsmouth, and also one at Chatham, but being such a long distance away they have severed themselves from us, and now stand on their own bottoms.

678. Is Deptford in your district?—Yes, Deptford Victualling Yard is in our district, and the majority of labourers there are in our organisation.

679. May we take it that your association is not by any means limited to men in Government employ?—Quite so.

680. Can you give the Committee any idea of the proportion of members of your league who are in Government employ, and those who are not?—Between 1,200 and 1,400, I should say, are in different Government employs in our organisation.

681. Out of a total of what?—It is rather a funny thing to define labourers in Woolwich Arsenal, but out of a total of 3,000, 1,200 are in Government employ in some shape or other.

682. You are aware, are you not, of the general purposes of the inquiry which has been delegated to this Committee?—Yes.

683. How far has the subject come under your notice?—I have been in the Government service 12 years, both in the naval establishments at Chatham Dockyard and also in Woolwich Arsenal, and the matter has come under my notice ever since I was first employed. I was first employed as a youth, and I wish to speak now about promotion.

Mr. *Woodall*—continued.

684. Are you aware that under the short-service system which is now in operation young men are taken from the ordinary field of labour, and that they spend their seven or eight years with the colours as soldiers?—Yes.

685. And during that time the ordinary labour market is relieved from the competition which, presumably, they would create by their presence. At the expiration of that time it is thought that they come with very strong claims upon their countrymen for special consideration in regard to employment for which they may be suited. Do you recognise in your official capacity, and in your organisation, the claim which they have thus presumably established?—No, we do not recognise that. But, speaking as an official of an organisation where Government employees are, if they are physically fit to perform any job they are employed upon, we have no grievance against them doing it, if you do not, as a Government, take into consideration their pensions, and so reduce their wages, which affects materially the wages of the civilians who are employed; that is the point.

686. That is a point I will deal with further on. It is maintained, in consequence of the service which they have rendered to the country during the time they have been with the colours, that they are entitled to special preference in seeking employment afterwards. Are you prepared to admit that they are entitled (all other things being equal) to a preference on account of their coming as old soldiers?—No.

687. Do you think it would be unfair to those who have been engaged during all their preceding years in civilian labour of different kinds if they were exposed to what you would call an undue competition by those who came as old soldiers?—Quite so.

688. Can you give the Committee any reason for that objection?—Yes. First of all, are you confining your questions to the short-service system?

689. I am confining my question now entirely to reservists who have completed seven or eight years with the colours?—I should say that they engage in a contract to serve under the colours; they

Mr. *Woodall*—continued.

they are not forced into the business; then why should they be given a preference in the labour market? It is of their own free will that they engage in the service; therefore, why should they be given preference any more than a man who has given his labour for the industrial benefit of the country?

690. Then you do not admit that they have conferred any obligation on their fellow countrymen by enabling them to carry on their ordinary industrial work in security and peace?—I do not.

691. Do you think that the fact of their drawing reserve pay should be held at all to prejudice them in the competition with men who have not even that small amount of regular income?—That is a question that I should answer in this way: if you take the reserve pay as a retainer for their services, and do not use it to come into competition to pull wages down, I should have no objection to it at all.

692. I think we must take it for granted that a soldier who has earned his reserve pay for services already accomplished ought not to run the risk of having that taken into consideration in fixing his rate of wages in future?—I am pleased to hear you say so, but you know it is an acknowledged fact that it is taken into consideration. I say that railway companies in this country and other large industrial affairs take into consideration the wages of the reservist, and they reduce their wages in the same ratio.

693. Are you able to give the Committee any information bearing upon that point; for example, let me take the line with which you are most familiar; do you happen to know whether the South Eastern Railway Company, in employing goods porters, make any difference in the rate of wages which they offer to the ordinary civilian and the ex-soldier?—Where they draw their goods porters from is the agricultural districts, where the wages are an inducement for them to join the service of the railway companies. Among goods porters you very rarely find men who have been engaged in, we will say, dock work, or as bricklayers' labourers, or anything of that kind; you generally find them young lads from the agricultural districts, and also reservists. You would not find men applying for 15*s.* and 16*s.* a week who had been getting 6½*d.* and 7*d.* an hour; it only affects reservists and the agriculturalists.

694. Then do you draw a distinction between the dock labourer and the agricultural labourer?—Yes, there is a difference.

695. Do they command a different scale of remuneration?—The ordinary dock labourer commands 6*d.* an hour, and the ordinary agricultural labourer about 2¾*d.*

696. I am speaking of them when they come to seek employment, for example, in the goods yards of a railway company like the South Eastern. They would not receive the same scale of remuneration as the dockers, would they?—The dockers would not apply.

697. Where an ex-soldier applies for employment under a railway company, as a matter of fact, I have no doubt you are aware that the associated railway companies have undertaken, having felt it their duty and consistent with national policy, to offer employment to a certain number of ex-soldiers year by year?—To keep wages down; they use the reservist pay to keep their wages down.

698. In what way does it have the effect of keeping down the average wage?—A man with 3*s.* 6*d.* a week is probably prepared to accept a lower wage than a man who has not got it. He can then subsist on 17*s.*, making up 1*l.* 0*s.* 6*d.* a week, whereas the ordinary civilian if he took such a post would only have the 17*s.*

699. Let me call your attention to the evidence given before this Committee by Sir Henry Oakley, who, I daresay you know, is not merely the manager of the Great Northern Railway Company, but who in many important matters represents the associated railway companies generally. He says, that supposing a rustic taken from the plough, the agricultural labourer to whom you have referred, and a discharged soldier entering the railway service, they do so at exactly the same rates of pay. If they are employed in London, they begin at 17*s.* or 18*s.* a week for the first year, rising to 19*s.* for the second year, and 20*s.* for the third year. Then, after that it goes by promotion. A single man, he says, may go up to 30*s.* a week, or if a man gets to be a foreman porter he gets from 20*s.* to 27*s.*; and there are chances of promotion for steady and reliable men. In addition they get clothing, and perhaps some other advantages?—Quite so.

700. Are the Committee to understand that you accept the general statement that agricultural labourers, or the labourers that are employed by railway companies, whose time has been spent entirely in civil occupations, are treated exactly the same as a soldier?—I have never known any difference. It has never been before my notice that there is any difference; but, as I have said before, an ordinary town labourer would not seek such employment.

701. Do you think the ordinary town labourer, a man, for instance, who is a member of your association, regards himself as belonging to a grade higher than the agricultural labourer, and, generally speaking, higher than the old soldier?—You said "higher grade;" it is more a question of wages. A labourer engaged in the building trade in London earns 6½*d.* an hour, and, probably, in the summer-time he might be working 60 hours a week; such a man could not accept 17*s.* a week. I do not think there is any feeling of class between the agricultural labourer and the town labourer.

702. But I take it from you that in the general competition of railway employment the class of labourers you represent, who claim the higher rate of wages, decline to seek employment; because they prefer such employment as that in the docks and the Arsenal to such employment as they can get in the railway goods yards?—It is a question of wages. I should say they would.

703. The Committee would like you to give them any evidence, or any justification for your contention that the competition of the soldier, with the small amount he draws as a reservist, has had the effect anywhere, within your own knowledge, of keeping down the market value of civilian

Mr. *Woodall*—continued.

civilian labour?—I can give you that. At Stone's, the contractor at Deptford, the average workman employed is an old retired soldier with a pension ranging from 1*s.* to 1*s.* 4*d.* a day, according to the regiment he has served in, and that fact is made use of by them in this way: that they give them only 16*s.* a week, which those men take. Now, if you were to take those men and employ them in the Surrey Commercial Docks, they would be physically unfit for the business.

704. Have you not made rather an important statement?—I am only speaking now of old retired soldiers, who have been to India and suffered ague and those kinds of things.

705. You have come now to a very important distinction between the old soldier who has earned his pension, and who must therefore be at least 21 years in the Army, and the very much younger man who enlists, say at 19, and comes back into civil life at 26?—There is a distinction, of course.

706. I am indebted to you for helping the Committee in that respect, because I should like to ask you whether, in the responsible position you occupy, you do not recognise the principle that a man should be paid rather what he is worth than according to a fixed and uniform scale which you would apply to all men?—I must confine my answer to your question to where there is a medical examination as to the physical fitness of a man for a particular business. In Woolwich Arsenal you spend a tremendous amount of money in respect of examinations of all men employed, whether they are retired pensioners or men of short service, and a man has to be fit to enter the service. He is put under the same examination as I was when I entered Woolwich Arsenal, and I say, as far as he is physically fit, he ought to earn the same pay as I do; but with respect to Stone's, at Deptford, where there is no medical examination, these old men are taken on (and some of the old chaps there are as able to do a good day's work as young men); they use the pensions of the men to keep the wages low. I make a distinction between where there is a medical examination and where there is not.

707. Let me dismiss the question of Government employ. We want to ascertain what are the general conditions under which labour is employed in different private undertakings. You cited the case of one where old soldiers are employed, and paid at a rate much lower than you think they ought to be with regard to the standard rate of wages for labourers?—I can mention another, Tuff's, the contractors for the Government cartage.

708. You will perhaps remember a case where it was brought under the notice of the War Office that a carman contractor at Woolwich was paying the men he employed to go about with the horses and carts at a lower rate of wages than the current rate because they had pensions?—Quite so.

709. Do you remember what the rate of wages they were paid was?—12*s.* and 14*s.* a week up to 16*s.* for 75 and 80 hours' work.

710. What would be the rate which you would

Mr. *Woodall*—continued.

regard as the current rate for competent men?—24*s.* and 25*s.* a week.

711. Do you remember what the statement made by the carman contractor in vindication of the low rate of wages was?—No.

712. Perhaps you will accept it from me that he stated these men were not required to do any hard work; that they were required merely to lead about the horses; that they received quite as much money as they were worth, and if deprived of that employment it would be very difficult for them to get other employment; and perhaps you are aware that the decision of the War Office Department was, after a Resolution passed by the House, that in the next contract the contractor was required to pay current rates. I want you to tell us what became of these old men?—They got the money; they did not discharge any at all.

713. Is that within your own knowledge?—Yes, it is within my own knowledge.

714. Then you are not prepared to admit that for the soldier who has worn himself out in the service there should be some provision made by which he should be allowed to accept any lower rate of wages, are you?—No, I cannot accept any lower rate of wages. If he is physically fit to do the work he ought to be permitted to do it.

715. I must ask you to go back to the assumption that he is not physically fit to do the hard work?—The young man who knocks at the door is physically fit. He knocks at the door, so does the old man, but the old man is prepared to accept, because of his pension, a wage of 15*s.* a week; the young man cannot accept it, and you send the old man to an early grave by making him accept it. It is nonsense about an old man not being able to do the work, because I have seen them doing labourers' work. It was said that they were only asked to lead horses about, but they were asked to empty guns, and all that kind of thing.

716. But do you not admit that there is a class of men who have to work as labourers who are not physically fit to do the full day's work of a competent man?—Quite so.

717. Supposing that man to be an old soldier, do you not admit that some employment should be found for him for which he would be paid the sum he was found to be worth?—Taking the County Council as an example, there are plenty of jobs, such as attending to closets and different little light jobs, where if you had an able young man he would not do the work better than anyone else. He has only that certain duty to do, and the old man could do it as well as a young man of 25. An old man could be put on that kind of job, and in the more laborious work you could employ the young man.

718. Do you think that a man comparatively exhausted should be paid for the work he is capable of doing at the same rate as the younger man?—He should be paid a living rate of wages, that is my idea, so that he may live decently.

719. And you will not admit that the pensioner who is in receipt of an amount which brings up his smaller earnings to the living wage should be enabled to live upon that?—No.

720. Although you admit that it helps to make what you call a living wage?—Quite so, but it is

Mr. *Woodall*—continued.

an agency in keeping me, as a civilian, from earning a living wage.

721. Then may the Committee take it that you think, on a complete survey of the whole situation, there is no ground for giving preference to men who have served either for a long term, which entitles them to a pension, or for the shorter term, which entitles them to reserve pay?—No, not at all.

722. I understand you also have a feeling that undue preference is given to men who have been non-commissioned officers?—That is so.

723. What kind of employment have you in your mind which they are supposed to have a preferential claim in respect of?—I have had a tremendous lot of experience in this class of matters, and I am going to cite civil firms and Government establishments as well. During the opening of the stone yards at Bermondsey, the St. Olave's guardians' extra relieving officers who were appointed were appointed from police inspectors who had retired with 38*s.* a week pension. The labour masters in the yard were nearly all retired sergeant majors. Of course it was the fault of the local authorities for appointing them, but these men probably had pensions of more than what the men in the stone yards earned. Now there are plenty of good, honest, intelligent men who could carry out discipline in those yards who were working on the stones. What was there against those men being appointed to those positions? In Woolwich Arsenal I remember a case with regard to a warrant officer of the Royal Regiment of Artillery who used to be an instructor of gunnery, and used to take parties round the buildings, instructing young cadets or sergeants. He gets near his pension time. There is a certain store where a young lad had been for years, and had only gained the rate of 23*s.* per week for being there. There was no complaint about his duty. The instant this man was discharged with his pension, I do not know the amount, but it is a good pension of about 30*s.* a week, he was put into the store over this boy, pitchforked in by some private influence, and a special rate of wages made for him of 28*s.* Now, why was he any more qualified for that position than that boy, who had fulfilled it for three or four years previously?

Mr. *Benson.*

724. By a special rate of wages you mean a higher rate, do you not?—Yes, a special rate made for him. The departmental rate was 23*s.*, but this was a special rate. I say that is unfair to the civilian who had been there and did the same service, without any complaint, as he was engaged to do.

Lord *Edmund Talbot.*

725. Was it a new appointment?—It was a new appointment made for him.

726. Did he take the place of the man?—No, the man was retained in the store, and he was put over him.

Chairman.

727. Did not you lay down the doctrine just now, with which I humbly agree, that in fixing a man's rate of wages the pension that he has earned ought not to be taken into consideration?—Quite so.

728. Then why in this case should it be taken into consideration?—Because I say, why not promote the man who had served in the store? This was the question of a man who had never been employed in the Ordnance Factories.

729. Would not the answer of the official responsible for the appointment be that it was a post that, in his judgment, had developed, and required as superintendent a man of great experience in managing men, and whom he could thoroughly trust in the store?—Why would not another man who had managed in a dock manage men as well? He could manage men, and not only that, he would have a good knowledge of labour, while the other man has never had anything to do with it in his life.

730. Do I understand you to lay down this rule, then, that those who have the appointment of such a superintendent of stores or work in the labour yard should be prohibited from appointing anyone who has a sufficient pension to live upon?—That is so, or at any rate men who have nothing of all should be given the preference.

Captain *Bethell.*

731. Other things being equal; talents being equal and knowledge being equal?—Yes; that a man who has a pension to live upon should not be brought into competition; the man who has nothing to live upon should have the first offer.

Chairman.

732. At what point do you put a living pension?—We are trying to get 24*s.* a week in the Ordnance Factory; 30*s.* a week a man could exist on.

733. Would you lay down this rule: that no man having 24*s.* a week pension ought to be appointed to any post so long as there is any person not receiving a pension who is qualified for the post?—That is my view.

734. Who is to decide whether there is another person equally competent for the post?—I should say the public body that appoints them, when we can get them democratic enough.

735. Did not the public body who appointed these men to the stone yards presumably come to the conclusion that they were the best men for the post they could find?—I suppose they did in their judgment, but it was under a protest from the labour members on that board.

736. That was merely a matter of opinion, was it not?—Quite so.

737. May we at any rate take this: that if there is a man with a pension competent for a post, and there is not an equally competent man without a pension, you have no objection to the pensioner receiving it?—Oh, no, but I have never found it yet.

738. And that the amount of his pension ought not to be taken into consideration in fixing the scale of his remuneration?—Quite so.

Mr. *Woodall.*

739. Whether he be a labourer or a warrant officer?—Quite so.

740. I should

Chairman.

740. I should like to ask a question about those reservists who you said kept down the market rate of wages; you evidenced the railway companies?—Yes.

741. You admitted that all the employées of the railway companies in the goods yards, whether they had been in the Army or not, received the same rate of wages?—I think so; I think there is a minimum; I do not know if there is any promotion at all.

742. But that the rate of wages would rise if it were not for the reserve men?—Yes, and the agricultural labourer; I must put him in.

743. We are not talking about the agricultural labourer now; you said it was the fact that these men received reserve pay that kept the market rate of wages down?—Yes.

744. Is it your opinion that if there were no men in existence with reserve pay, the market rate of wages would go up?—Yes, I think it would.

745. And do you deliberately say that the agricultural communities would not keep the rate of wages that they receive now if it were not for the reservists?—I do not think the agricultural districts could supply the railway companies.

746. Are you aware that the proportion of reservists to men drawn from agricultural communities in the employment of railway companies is infinitesimal?—Yes.

747. Sir Henry Oakley said in his evidence that in May 1890 they had 301 reservists in the employment of the Great Northern Railway Company; what proportion would that bear to the whole of the men employed by the Great Northern Railway Company as porters?—A very small one.

748. Then do you mean to assert that the fact that 301 men were to be found there would govern the rate of wages received by thousands of others who are not reservists?—You are only quoting one railway, of course. Have you any evidence from the South Eastern, because there are a tremendous lot of reservists on that side of London. The Great Northern is a line going to the north, and the great number of reservists are paid off in London and get employment there as a rule. I am not prepared to take that evidence as ruling every railway; it is only one railway.

749. Are you prepared to say that the rate of wages of the porters of the railway companies in this kingdom is in fact controlled by the existence amongst those porters of a small proportion of reservists?—I confine my remarks to two classes, that is the agricultural class and the reservists. I say that a lot of it is due to the reservists' pay being taken into consideration by the railway companies to keep wages down.

750. That is your opinion, is it?—Yes, it is my opinion.

751. You laid down the general rule that you personally and your organisation do not admit that old soldiers, whether reservists or pensioners, should have any preference in seeking civil employment. Do you admit the necessity of an Army and Navy?—I suppose we must have them under the present system.

752. Do you admit that it is in the last resort one of the natural functions of every able-bodied man to defend his country and the interests of his country?—The defenders of the country are

Chairman—continued.

the people who produce the wealth of the country in my opinion; that is a matter of opinion.

753. I mean to defend the country and the wealth which the labour has produced; do you admit that it is a part of the duty of every civilian in the last resort; that it is one of the duties which comes upon us all?—It is a question to me what we have to defend. I do not know that it is a duty to defend the present system which we are suffering under.

754. I did not say anything about system; I said the country, that is the actual territory and the goods produced by the labour and the food that comes to the people to eat; is it the natural duty of you and I as able-bodied men to protect it?—Yes, we shall always protect it.

755. Are you aware that in France and Germany, and in fact every continental country, that duty is actually performed by every able-bodied man?—Yes, I know that.

756. But in this country the duty which you admit is in the last resort incumbent upon all of us is taken voluntarily upon the shoulders of a small proportion of our fellow-countrymen, is it not?—I think I should prefer the other thing; let everybody do a bit.

757. If we did not find men who were willing to do this voluntarily, it would come to our all having to do it, would it not?—Quite so.

758. You admit that, do you?—Yes, probably it would.

759. Is it your opinion that some form of conscription would be a preferable system?—It would make everybody trained in arms; that is all the benefit it would have.

760. But would you and your friends like to have to go into unhealthy climates; to India, Burmah or Nicaragua, or the West Coast of Africa?—Yes, I should very much like to go there myself; I have never had the opportunity of going. It would be very preferable to take some of my poor chaps out of Bermondsey and put them into Malta; it would do them good, I assure you.

761. My question is, you admit it has to be compulsory or voluntary?—Yes, under the present system.

762. And you admit, I suppose, that a great mass of our fellow-countrymen would not join you in desiring it to be made compulsory?—I do not know that; I have never asked anyone else's opinion. It is a question of going into the Army. People say, "I will go into the Army"; they take the responsibility of it, and I do not see why we should make special provisions for men who voluntarily enter the Army.

763. My question is, do you not think that men who relieve you from doing involuntarily this work deserve at your hands some assistance when they who have done your work come home and find themselves handicapped by this: that whereas you have spent your earlier years in perfecting yourself for civil employment, they come back without any aptitude for civil employment and possibly with constitutions somewhat injured by climate?—Are you speaking of men who have served 21 years?

764. Yes, or seven years?—If a man has served his country in the capacity of a soldier he ought to have a pension to enable him to live

Chairman—continued.

if he has served 21 years. If he is a colonel or a general he has enough to live on, but the poor soldier has only 1*s.* a day, and he is sent into the market to compete against me and my comrades, because we have a man who is prepared to accept labour at 7*s.* a week less than we can live on.

765. You are aware, are you not, that the vast majority of men are not pensioners but reservists?—Quite so now.

766. Do they who have borne the burden and heat of the day for you and me come back and have an equal chance with us who have been in the labour market all this time?—Yes, and I can prove it too. At the docks we have a tremendous number of reservists who are good hard-working men, and members of the organisation.

767. And you cannot conceive a case in which a man requires help to start him in life when he comes home, can you?—Not if he is a healthy man, if he is physically fit; if he is not the country ought to maintain him; that is my argument.

768. Suppose that his constitution is injured, not ruined, but injured, so that he can do three-quarters of a day's work?—They do not take you on for three-quarters of a day.

769. So that while you can earn 6*d.* an hour, he can only earn 4*d.* an hour; what is to happen to him if he cannot earn the full market wage?—He ought to fall on the resources of the country; he ought to be pensioned off.

770. Even though he can do a great deal of work?—Probably you can find some employment for him, and give him a living wage, give him something which will not pull the wages of the people down who are doing laborious work.

771. In that case you are quite prepared to concede the War Office trying to assist that man by finding him a situation for which he is suited, are you?—Quite so.

772. You have no objection, have you, to the War Office doing that for him?—Not at all. I am prepared to admit that they ought to be employed; but my first argument is this: that if a man is injured in health he ought to be maintained. It is my experience in Government establishments to find men who suffer from ague very much. I say they have caught that in the service of their country when employed to protect, I suppose, the class I am opposed to, as a class. Such men are sent to us and we have to keep them. I have seen men who suffer with liver complaint caught in India who are kept in Woolwich Arsenal, and it caused Lord George Hamilton once in the House of Commons to make a statement that out of charity these men were kept on. I say (and Mr. Woodall is here present and tells us that it is a commercial enterprise) that the country has no right to be burdened with these men who are kept in that capacity as workmen.

Captain *Bethell*.

773. Supposing an industrious working man chose to buy himself a pension which came into operation at the age of 30; there would be no objection to that man, if he liked, therefore taking a somewhat lower rate of wages, would

Captain *Bethell*—continued.

there?—I should object to him taking a lower rate of wages.

774. You object, as belonging to a particular organisation, to any man taking a lower rate of wages than the organisation permits, do you?—Yes, I protest on the ground of common humanity.

775. Let me put this to you: a man may, if he chooses, buy himself a pension which comes into operation, say, at the age of 30 or 35; he is then able, in more advancing years, to work at less wages than his fellows can, is he not?—That is a question of thrift, is it not?

776. Not especially; I think you will see it bears upon this matter?—Because I cannot see how a working labouring man can be thrifty.

777. I believe it is a fact, however?—I cannot conceive it.

778. The point I want you to follow is that a man may do this so that in his more advancing years he is able to work for less wages than perhaps those who have not been thrifty in their younger years?—Yes.

779. Then a soldier who joins the Army receives a lower rate of wages than most workmen do, and, as a balance, he receives a pension at the end, does he not?—Quite so.

780. Is not that on all fours with the case of a man who chooses to buy himself a pension?—What you mean is this, that a pension means deferred pay, practically speaking?

781. Quite so?—Then he gets his deferred pay which you have been careful to lock up and keep the interest of. You say: "We will give you a pension"; and he comes into the labour market and says: "I have a pension; I am prepared to do that job for 4*s.* a week less than another man." What would be the spirit of the men who are working around him who have never received a pension. It would not be safe to receive an argument of that description. I think this, if a man has been thrifty and saved a little money he would never think of doing it; if he were a man he would never bring himself into competition with his fellow men to bring their wages down. If it was optional with the soldier he would have his pay every week. If you did not keep it for him, he would prefer to draw it every week, but you very kindly take care of it for him. You want to put it on the question of thrift with the soldier, do you?

782. No?—Because I say the soldier is not thrifty on the average.

783. My point is whether in the more advanced years of a man's life it might not be, and is not, advantageous for him to be able to work at a somewhat lower rate of wages than younger men, and able to do so because he has some other resources besides those which are paid to him in direct wages. In the case of labour that may be done, and is done I know to a certain extent, by buying Government pensions, or otherwise, and, in the case of the people of whom we are talking, it is done by Government pensions?—Quite so.

784. I do not see any difference in the two cases; do you?—I have never in my experience found a working labouring man buy a pension. A soldier, of course, earns his pension.

785. But you do not see any difference between

Captain *Bethell*—continued.

tween the two cases, do you?—It is such a rarity that I do not think it is to be considered.

786. Some time ago you gave us an illustration of a sergeant who, with a considerable pension, was appointed at high wages to a particular job, and you thought it was unfair?—Yes.

787. And, in reply to the Chairman, you said that in your judgment a man who had a living pension ought not to be given any other appointment?—I say he ought not to be given a preference.

788. But you told the Committee before that a man who had a pension, but not sufficient to keep him, might be given employment, only it must be at the same rate of wages as any other person?—Quite so.

789. Then you are landed in this extraordinary position, are you not: that a man who has already got a pension is not to be given preference, but another person who has a pension rather below his is not to be allowed to take any employment except at the average rate of wages, thereby raising his wages to a higher sum?—There is this to be taken into consideration: the average pension is 1*s.* 2*d.* a day; a man cannot subsist upon that, and I protest against that 1*s.* 2*d.* a day being used against me by the employer to pull my wages down. In the other case he has 30*s.* a week, and he can exist on it. But taking the average dock labourer, it is unfair to him to allow a man with 30*s.* a week pension to be a labour master. Probably some of the men who had to work under him had not seen 30*s.* for the last three months for their total earnings in the river trades.

790. Are you of opinion that enlistment in the Army relieves competition in the labour market every year?—Yes, I should say it must do.

791. In that case, is there anything unfair in these men coming back to a market which has already been relieved by their absence?—Not at all, if they will come under fair terms; if you will not use their money.

792. Is it unfair to let them make use of their services; they have relieved the labour market by their absence, and during their absence they have gained a certain provision; is there anything unfair, after all, if those men choose, in their coming back and competing in the labour market with the provision they have earned?—I do not mind the provision they have earned, but I do not want that provision used as a means of pulling my wages down.

793. But do you think there is anything unfair in their coming back to a market which has been relieved by their absence, and allowing them to make use of the provision they have gained in any way they like?—Yes; if it is to pull my wages down I am against it, because you see the unfairness of the thing. If a man has 3*s.* 6*d.* a week, he can exist on wages of 3*s.* 6*d.* a week less than another man.

Mr. *Brookfield.*

794. I was very pleased to hear what you said in approval of everyone serving under arms; do you think that is an opinion generally held by the class you represent?—We have a member of our organisation who once took on drilling soldiers previous to the Trafalgar-square riots.

Mr. *Brookfield*—continued.

795. With the object of breaking the law?—No; with the object of protecting themselves against the law.

796. When we talk about universal repugnance to conscription, do you think it is the case that it exists?—It is a thing which is never debated amongst workers. I have come into contact with a lot of working men, and you very rarely find that they take much interest in the Army, very little, unless probably they have a brother who is a soldier or a father who was a soldier. Otherwise I do not think they are much interested in the Army; they have enough to interest themselves in the daily warfare of life.

797. Do you think it would lead to bitter opposition if they were required to serve two or three years with the colours?—I could not say.

798. You would not disapprove of it yourself, would you?—Myself, I would not; I think it would be advantageous for everyone to be acquainted with the use of arms. I was a volunteer myself once.

799. You are aware that universal service exists in the continental armies, are you not?—Yes.

800. Are you aware that, in theory, we have universal service with regard to the Militia in England; that you, for instance, are liable to serve in the Militia, but you are never asked to do so; are you aware of that?—No.

801. Do you think generally amongst working men there would be more repugnance to doing a little annual service in the Militia, or to doing three years, and getting it over, in the Army?—I am reluctant to give an opinion on that, but for myself I say I am not against everyone learning the use of arms; that is, speaking personally. I am not against learning the use of arms; it might be useful.

Mr. *Benson.*

802. Do you object to any preference being given to reserve soldiers, say, by the Post Office, for instance, in the employment of rural postmen?—I object to any preference at all.

803. Would you altogether object to the idea that a soldier is entitled to any special favour because he has served the State?—Quite so.

804. You would say that civilian labour is just as honourable, would you?—Quite so.

805. And that the soldier served his country because he liked the work and was paid for it?—Quite so; there is no preference at all to be given.

806. You will agree, will you not, that the Government, in employing men, ought to take considerable thought for their welfare, or to try to consider their lasting welfare as much as the private employer would. Now here, every year the Government induce a number of young men to enter the Army, and to enter it under such conditions that the great majority of them will find that occupation come to an end when they are about 26. Therefore, while they are still young and able-bodied, they will find themselves thrown on the world with a certain disadvantage in getting employment afterwards?—Not at 26.

807. Surely the soldier who has been withdrawn from civil life cannot so readily obtain employment on his return to it?—On the average

Mr. *Benson*—continued.

he is a smarter man than the ordinary civilian; he has gone through the gymnasium.

808. That is a question upon which we have had some evidence. Supposing it was made clear that reservists, as a class, did find a difficulty in getting fit positions in civil life on their leaving the service with the colours, would you not say, if that could be proved, that the Government would be under some responsibility to try and make things easier for them, if it could do so, without dragging down the ordinary rate of wages?—No; I cannot change my opinion that there should be no preference given to the reservist.

809. May I take a parallel case. The Ordnance Survey at Dublin, at any rate (I am not sure about Southampton), employ a large number of boys to do a certain work, and the terms of their employment are that at a certain age they are dismissed from that particular work; I think at the age of 18; but there are a certain number of vacancies in other classes of work which is men's work and not boys' work, and the Ordnance Survey consider themselves under an obligation to those boys; if they have men's work to give them they should give it to them in preference to men coming from outside. Do you think they are wrong in that?—You mean if the boys have been in the service and become men?

810. Yes?—I should give them the preference; I say that is perfectly honest. What I complain of in the Ordnance Factories is, that they will not give promotion to the employees who have served faithfully; they bring in a sergeant major over their heads. I agree if there have been boys in the employment and there are vacancies for men's employment, the boys should have it, but not at reduced wages. If they do men's work they should get men's wages.

811. If you take the Government services generally, including the Army, Post Office, and numerous other kinds of employment that there are under Government, is it an unreasonable thing that the Government should prefer to continue to employ the men who have served it up to the present in the Army?—I am not against it at all. The majority of men belonging to our society in Woolwich Arsenal are short-service system men, and I have nothing at all to say against them. They are good strapping chaps when they come out, and, as I say, with regard to dock work you will find short-service men applying for work every morning at the docks and getting it.

Mr. *Benson*—continued.

812. Then it comes to this, does it not, that the Post Office should give preference to the reservist?—I do not believe in preference to the reserve soldier; but if a boy has been employed, and becomes past the age of boyhood, and there is a vacancy for a man, if he is capable of doing man's work and getting man's money, he ought to have it in preference to a stranger being taken from outside.

813. But it is much the same thing whether he is 18 or 26 if he has been in the employment of the Government, is it not?—Quite so.

814. And the Government should continue to employ him, you think?—Quite so.

815. And it makes no difference, does it, whether he is all the time under the same Government Department?—Yes, I must object to that.

816. Is that where you draw the line?—Yes, with the Army.

817. And would you draw that line just the same even if it were proved to you that his reserve pay was not taken into account in fixing his wages?—Quite so, I should still draw the line.

818. Should you say that, as a matter of fact, men on leaving the service with the colours do find a difficulty in getting employment?—No; as far as the short-service system men are concerned I think, if they are willing to work, they stand the same opportunity as the ordinary civilian, and I do not think there is any preference one way or the other. That is as to short service; but, as I have said before, if men have got a sergeant major's pension in the Army and retire with it they should not come into undue competition as they do. They do, because if there is a job with responsibility attached to it they get the preference. That is my personal experience in Government establishments, and I say that a man who has served his country there as a civilian, if he is capable of doing the job, ought not to be ousted and a man get the preference with a good pension. The civilian would probably never earn a pension at all, because you have abolished pensions in civilian establishments, and he has nothing at the end of his life, only the workhouse. That is all the workman has; the soldier has his pension; and because he gets his pension he gets a higher wage. I am speaking now only of non-commissioned officers, not privates.

Mr. WILLIAM KEY, called in; and Examined.

Chairman.

819. You, I believe, come from Sunderland?—Yes.

820. And you are a contractor there for Government stores, are you not?—Yes.

821. Do you hold the position of trustee to the North of England Sailors' and Firemen's Society?—Yes.

822. And have done so for about eight years?—Yes.

823. Have you attended a good many Trades Union Congresses?—Yes.

Chairman—continued.

824. And are you prominently identified with the labour movement?—Yes.

825. Do you come here to-day to speak officially on behalf of the Parliamentary Committee of the Trades Union Congress?—Mr. Samuel Woods asked me to come here to-day.

826. Mr. Samuel Woods is the secretary, is he not, of the Parliamentary Committee of the Trades Union Congress?—Yes.

827. Are you aware of the general purposes of

Chairman—continued.

of the inquiry upon which this Committee is engaged?—Yes.

828. Namely, to see how far the Government has been able to assist retired soldiers and sailors to employment in civil life, and whether their operations in that respect ought to be extended or not. What has been your experience as to the attitude of trades union workmen with regard to the employment of retired soldiers and sailors?—As a rule it has been favourable; that is, on condition that the soldier or sailor did not want to work for under wages, and the men, you may rest assured, never attempt to go for under wages; it is simply the bait thrown out by the employer, who attempts to fling into his face that he has a pension and he ought to be content with less wages. We find that very often to be the complaint of both soldiers and sailors.

829. You object, do you, to wages being beaten down by a man being given less wages than he can earn because he has either a pension or a reserve pay?—Certainly I do.

830. Taking the case of a soldier or sailor who through exposure to bad climate or hardship endured in the public service cannot earn the proper trades union wages, what do you say should be the attitude of the Government towards him?—The attitude of the Government towards him ought to be to keep him as comfortably as it is possible for a man to be kept. If a man has lost his health whilst in the service of his country and in defending its rights, I say the Government ought to keep that man as comfortably as it is possible to keep him.

831. Taking first of all the case of a man whose health is ruined, what you say applies to him, does it not?—Yes.

832. But taking the case of a man whose health is not ruined, but who is injured, who could work at 4*d.* an hour, when a man who is not injured would earn 6*d.* an hour, what would you say?—I think there are places such as the Post Office, and certain places in the Civil Service, such as messengerships, which might be found for these men, I think, if they can work. The only way really to solve the unemployed problem is by work, not by charity.

833. Then do I understand that you admit the responsibility of the State towards these men?—Yes.

834. That you have no objection to, and you believe that trade unionists generally have no objection to, the Government doing all they can to assist these men to suitable work, provided that they do not thereby beat down the market rate of wages?—Quite so.

835. That being your opinion, I take it that you think that the working-class community of this country owes a certain responsibility to the men who have taken on their shoulders the work of national defence, which in France and Germany falls on every able-bodied man?—A very great responsibility.

836. Let us take the case of sailors first of all; when sailors leave the Navy, do they find it easy or difficult to get civil employment?—For a time they find it very difficult to get into the merchant service, which is the place they generally go to. You will find from statistics that there are very few naval seamen in the wor-

Chairman—continued.

houses as compared with the old soldier. The naval seaman, of course, feels the work on a merchant ship very awkward at first, owing to the few men on board the ship, in comparison to the number he has been with, but after a trip or two that wears off, and he becomes the best sailor we have in the merchant service.

837. Then it comes to this, does it not, that the ex-sailor has a great advantage over the ex-soldier, because he has learnt a profession?—Yes, very great, and I certainly think if we could solve the economic problem in connection with soldiers it would be a great advantage to the soldier and to the nation.

838. May I ask how it could be done?—I will tell you. Round all the barracks, as you are aware, there are large walls constructed; these walls are standing there for no purpose whatever, as a rule, but simply to barricade the men in. I think if you were to put, say, pens up for poultry round the barrack walls, which would not interfere with the parade ground, the five millions of money which we pay for the importation of eggs and things into this country would soon be saved. A great deal of waste ground could be utilised in that way, and it would not interfere with the space for drill.

839. Would that enable them to earn their living after their discharge?—Yes, because if they learned in the Army how to look after poultry, which is a simple thing, they would have something to do on leaving. It would be very cheap, because it is my experience that there is a very large amount of off-fall from a barrack table, and with the small expenditure of money which would be necessary for food for fowls I think the whole five millions of money which we pay for importation could be saved to this country within 10 years.

840. Of course the usual form of what I may describe as technical education that has been suggested for the soldier is rather that of learning some handicraft; would the trades union leaders and the Trades Union Congress object to soldiers learning trades in their leisure moments?—Not the slightest, so long as they do not try to reduce the wages.

841. You state in the memorandum you have been kind enough to furnish to the Committee that you have reason to believe that retired soldiers make good policemen?—Very good policemen.

842. Good soldiers of course make good policemen, do they not?—Undoubtedly a good soldier makes a good anything.

843. And do you think that is quite a proper method of employing him?—Yes. I may say that during the last eight years I have been myself instrumental in getting 200 soldiers employed in various capacities, in stores, breweries, and so forth, and I should think 97 per cent. of them have given entire satisfaction.

844. Will you tell the Committee shortly the capacities in which you got these men employment?—Such employment as washing casks in breweries and in grocers' wholesale stores, packing groceries; and I have got several of them into tobacco manufactories.

845. In recommending these men did you act on private knowledge you had of them, or did

Chairman—continued.

you go by their Army characters?—Both. I always believe in applying to the adjutant to see how he recommends the man. Even if I have known the man a number of years I take the precaution, for fear anything has happened. I think it is best to be backed up by the adjutant's certificate; but, as I have said, 97 per cent. of those I have recommended have given satisfaction to those who have employed them.

846. You think, I understand, that the time for entering the Civil Service should be extended for soldiers and sailors who retire, seeing that they are and have been Government servants?—Yes.

847. To what branches of the Civil Service do you allude?—I take it for granted that a non-commissioned officer, or a man who has a first-class certificate, is qualified to fill almost any branch of the Civil Service. I think the examination for the first-class certificate is stringent enough. I would have no fear in saying that if I had a first-class certificate I would be prepared to go to either Oxford or Cambridge and take any degree required within a short time.

848. In your experience, has education in the Army very much improved?—Yes, and is likely to do so; but I think there should be even greater facilities thrown out for getting first-class certificates.

849. Greater facilities for the men to educate themselves, do you mean?—Yes.

Colonel *Murray.*

850. In what direction do you think that education ought to take place?—Mathematics and general topics of education.

851. Not industrial or technical education?—I would certainly give a first-class certificate for technical education.

852. Do you think that that sort of education would give a man a good chance of earning a livelihood when he leaves the service?—It would; in my opinion it would give him an extraordinary good chance.

853. More so than the education of mathematics, writing, and so on?—I would not like to say more so; because you see the unemployed army is swelling day by day, so that it becomes, in my opinion, a necessity for the Government to take us all in hand and find employment.

854. You spoke of utilising the space at present given up to the parade grounds for the breeding of fowls, did you not?—Yes.

855. Have you considered that it is necessary that troops should parade and that they should have a parade ground?—I think you misunderstood me; I said it would not interfere with the parade ground. The amount of space which would be taken up for the breeding and rearing of poultry would not interfere with the parade ground, because if you take the circumference of the squares where the men parade, they never as a rule go right up to the walls, and there are in fact miles and miles of walls in this country standing for no purpose at all except that they are there to keep the public from approaching the barracks.

856. Do you consider that any preference should be given to the soldier who has retired from the service over men who remain in civil life, and who do not join the Army or Navy?—I certainly think his services ought to be taken into consideration; that is my own opinion.

Colonel *Murray*—continued.

857. For what reason?—Because he has gone and defended the honour and integrity of his country on a very small wage. That ought to be a very serious consideration, I should think.

858. Are you aware that many thousands of men a year relieve the labour market by joining the service?—Yes.

859. And that only about half the number of those men come back to the labour market; that a great many of them lose their lives in the service, or lose their health to such an extent that they are not able to join the ranks of the employed afterwards?—Quite so.

860. And for those reasons do you consider that they should have preference on leaving the service over those who have had better chances of obtaining and keeping their employment in civil life?—I do

861. Do you think that the labour associations recognise that?—Yes, they do. The only condition of unions is that they shall not work for less wages.

862. You think, do you, that they recognise that preference should be given to the soldier for those reasons?—Yes.

863. And that they would make so far a sacrifice that the soldier should have a preference over civilians?—A great number would, but I must say there are a large number in the labour world who do not believe that; but for myself, I do think preference should be given to the soldier.

864. Do you think that is the general opinion?—I should not like to say it is the general opinion, because the cry has been always about the soldier, because he has his pension, taking less wages; they do not blame the soldier or sailor for it, but they blame the employer.

865. I was not speaking of the point of less wages, but merely the point that preference should be given to the soldier, who has had less opportunity of gaining employment from having spent his time in the Army?—I should think the majority of the workers are favourable to that idea.

Lord *Talbot.*

866. Do you think, as a fact, that the reservists coming into the labour market have reduced wages?—Yes, in certain cases; that is, where the employer of labour who, for instance, has been paying a man 30*s.* a week, knows a soldier has 10*s.* or 12*s.* a week pension; as soon as he knows that he says, "I will make your wages up to 30*s.* a week including your pension."

867. Do you think that has been confined to individual employers of labour, or has it extended to large numbers?—A very large number.

868. Employers who employ one or two men only?—Employers who employ more than one or two men; that has been my experience.

869. Do you think it has affected big concerns, such as railway companies?—I do not think the railway companies, as far as I have been able to trace, have acted in the same way.

Captain *Bethell.*

870. When you spoke of the men who left the Navy,

Captain *Bethell*—continued.

Navy, did you speak chiefly of the 10 years' men, or the pensioners?—The pensioners, as a rule.

871. Men of about the age of 38 and 40?—Yes.

872. Do you know anything about the considerable number of men who leave the Service at the termination of their first engagement; that is to say, 10 years?—Yes.

873. They would be men of about 30, would they not?—Yes.

874. Do you get many of those?—Yes.

875. You are aware that they have no pension, are you not?—Quite so.

876. And, therefore, there is not quite the same difficulty raised with respect to them as there is with respect to the reservists, is there?—No.

877. Are the 10 years' men good men?—They are not so good as the long service men.

878. Not so steady?—Not so steady.

879. Of course, they have not got the experience, have they?—Quite so, and, as a rule, they are not so steady.

880. Do you think they readily find employment?—Not readily.

881. Do not the owners of the merchant ships care to have them?—It is not the owners, as a rule; the owner, as a rule, very seldom interferes. The captains do not care a great deal about them. They call them "Grumbling Jack"; that is to say, they grumble on account of their having been with so many more men, and where the work is much lighter than it is in the merchant service.

882. Supposing those men are taken, after a time do they do the work?—Yes, after they have been a few trips.

883. There is a good deal of complaint from the merchant service about not being able to get men, is there not?—Yes.

884. And you would have thought that men coming from the Navy, after having shaken off the first feeling of not getting quite so much assistance, would take readily to this work, and be readily employed?—That is the reason they have not been readily taken.

885. Do the pensioners get readily taken up?—As a rule.

886. Of course they are a very much better class of men?—Yes, much better.

887. Do you know a good deal about them?—Yes.

888. Should you say that a pensioner from the Navy, provided he is in tolerably good health, can usually find employment?—As a rule.

889. You said just now that you agreed with other evidence which has been given before the Committee that the pensions which men come with ought not to be allowed to interfere with the market wage?—Quite so.

890. But I mark that you suggest that soldiers might be made a productive agency, by poultry farming, and so on?—Yes.

891. Does it not occur to you that that would be interfering with the labour market of small farmers and others?—No, because this is the way I look at it: According to the Board of Trade we pay about 5,000,000*l.* per annum for importing these very things, and I say if our soldiers can do us anything like a service by producing 5,000,000*l.* worth of food, they certainly would not interfere with our small farmers. They would interfere to a certain extent with the importation and the shipowners who bring those eggs and fowls to this country, but the result would be greatly to the advantage of this country.

Captain *Bethell*—continued.

892. Surely if these persons have buildings for nothing, and a considerable portion of their food for nothing, they could raise their poultry and produce eggs at considerably less expense than our farmers can, and they would be on the footing of those people abroad who are able to put their products on to our markets, would they not?—But the soldiers could sell as cheap or cheaper than the foreigner.

893. My point is rather that in one case you are objecting to outside resources interfering with the labour market, and in the other it appears to me you are recommending, in the case of farmers, the very thing you object to in the case of the labour market?—There is something in your point, but it is a thing we have to give and take a good deal in. I hold that all the money should go to the soldier; if he makes a million of money it should go towards the soldiers for the betterment of the pensions by improving them in technical education.

Captain *Fenwick.*

894. You have peculiar facilities, have you not, for understanding this question as not only one of the leading trades unionists of the north, but as also knowing a great deal about soldiers from your position as contractor for the Government stores?—Yes.

895. And you come into contact with soldiers, do you not?—Yes, a great deal.

896. From what you have seen of soldiers, do you think that during the last few years the characters of soldiers have been improved?—Considerably.

897. As regards steadiness of conduct, not drinking so much, and in education?—Yes, considerably.

898. You said just now that you thought a man who had a first-class certificate was a man who was fit almost for any post?—Yes.

899. The Committee were told the other day that it had been suggested that a first-class certificate should be regarded as equivalent to a Civil Service examination for the junior clerks; do you agree with that?—Yes, and for a lot of the senior clerks, too.

900. You know a great deal about the Firemen and Seamen's Union, do you not?—Yes.

901. Have you in that body many retired naval men?—Yes, a great number.

902. Are they all willing to join that union if they intend to continue a seafaring life?—Yes, if they intend to go into the merchant service as a rule they make extraordinarily good union men.

Thursday, 16th May 1895.

MEMBERS PRESENT:

Mr. Benson.
Captain Bethell.
Mr. Brookfield.
Captain Fenwick.
Captain Grice-Hutchinson.
Colonel Lockwood.
Colonel Murray.
Lord Edmund Talbot.
Mr. Woodall.

MR. BROOKFIELD IN THE CHAIR.

Mr. WILLIAM HENRY SHARPINGTON, called in; and Examined.

Chairman.

903. Do you represent the firm of Martin, Wells, & Co., builders and contractors?—Yes.

904. They are, I believe, what are called Army contractors?—Yes; I suppose we are classed amongst the leading Army contractors in the building trade.

905. Are they some of the largest employers in that kind of work?—Yes, amongst the largest employers of that description of labour.

906. Where is the head-quarters of your place of business?—Aldershot.

907. You hold, do you not, what is called the triennial contract at present?—We are the triennial contractors for some part of the Government contracts at the present time.

908. You have also, I believe, other important works on hand?—Yes, all sorts of works.

909. Can you tell us, roughly, what number of men you employ in all the different branches of your work, civilian and otherwise?—We recognise all our men as civilian. I dare say we employ 1,700 to 1,800 a week.

910. On weekly wages?—Yes.

911. What kind of labour would that be; is it skilled and unskilled?—Yes, all descriptions of labour; we have every description of work connected with the building trade.

912. Including carpentering and joinering?—Yes, that is one of the principal things.

913. Have you given any attention to the subject this Committee is enquiring into, namely, facility of employment for reserve and discharged soldiers and sailors?—Yes. Previously to holding the position I do now as London manager to Messrs. Martin, Wells, & Company I had carried out several large works in London for them as general foreman, and therefore, of course, I have had a great deal to do with men.

914. Have you given special attention to the question of finding employment for soldiers and sailors; have you noticed among your employés the proportion of old soldiers and sailors; you know which are the old soldiers and sailors, I suppose?—Yes.

915. What is the general conclusion you have come to as to the ease or difficulty with which they obtain situations?—There are several things that bar an ex-soldier or an ex-sailor from getting an ordinary job, because, I suppose, if you took the average of one in a hundred among

Chairman—continued.

mechanics, that is about all you would find that have left the Army.

916. But with regard to unskilled labour, what would you say?—With regard to unskilled labour, the men who leave the Army are not adapted to the building trade; for instance, they are not adapted to climbing ladders and walking along scaffold boards.

917. That would not apply, of course, to sailors?—No. I have done a 50,000*l.* job in Leman-street, Whitechapel, for the Wholesale Co-operative Society, and I had a good many sailors as scaffolders and hoisters. Of course they get about the building like a cat; in fact, they are a bit in front of the other men.

918. My question was, do soldiers and sailors find any special difficulty in getting employment?—No; no special difficulty.

919. They are taken on on their merits?—They are taken on on their merits. If a soldier or sailor came and asked me for a job, I should not ask him if he was a soldier or a sailor; but if he could do his work, there would be no further notice taken.

920. You said soldiers were not well adapted to the building trade; would you explain what renders them unfit for that sort of employment?—They cannot bend themselves about like ordinary builders' labourers; you never see a soldier carrying a hod; they cannot put themselves in the shape to lift it.

921. You think his Army training rather unfits him than otherwise?—A soldier looks very nice in a building, no doubt; but when you come to ask him to work, he cannot turn himself about so quickly, and is not so pliable as ordinary men. It may be the drilling.

922. You have not noticed any difference in quite recent years since the stiffness of military drill has been greatly relaxed?—It may have been greatly relaxed, but I can tell a soldier on any job. If you took me to a job I could pick out the man who had been a soldier.

923. You could pick him out in an unfavourable sense, you mean?—What I mean is, that you could tell a man by the way he goes to work. If you see men who are carpenters, anyone who understands his business knows whether a man is a good carpenter; and it is the same with labourers and bricklayers. There are a good many classes of labourers.

924. Your

Chairman—continued.

924. Your general conclusion is, that a soldier's military training rather goes against him on his merits as a mechanic after he leaves the Army?—Yes, I am of that opinion.

925. At the same time, you always try to find employment for him if you can?—Yes, we always try to find employment for him if we can.

926. With regard to sailors, your experience is rather different, I understand?—Yes.

927. Because they can climb about so well on the scaffolding, and so on?—Yes, they can walk about on planks and boards where a soldier could not look at it.

928. It is a very common thing for sailors to be employed on scaffolding work to the exclusion of men who have never been to sea?—I do not think so.

929. Can you tell us anything with regard to wages; as to the effect of the recent trades union action, and the action of this House; can you mention any results of that action in your business?—Yes, the result has been that we have been obliged to post this notice up in our works: "Notice.—Extract from Resolution of the House of Commons in regard to the rates of workmen's wages, dated 13th February 1891: 'That, in the opinion of this House, it is the duty of the Government, in all Government contracts, to make every effort to secure the payment of such wages as are generally accepted as current in each trade for competent workmen.' In accordance with the above resolution, all contractors for War Department works are bound by the terms of their contracts with the War Department to pay all workmen employed under those contracts the rates of wages (without any deduction) current for competent workmen in the respective localities where the work is performed, and to put up a copy of this notice, prominently, in all workshops, yards, enclosures, pay offices, &c., where work for the War Department is carried on. By order of the Secretary of State for War."

930. Does that handicap you, or otherwise, in connection with the employment of soldiers and sailors?—Yes, it does handicap us.

931. In what respect?—In this respect: We are compelled to pay the standard rate of wages, and it is our duty to get the best men for that money. The mere fact of having to pay this rate of wages compels us to have good men. We have to try and get as much work out of them as we can.

932. You must get value for your money?—Yes.

933. Taking the case of a soldier with a pension, or a reserve man with a small retaining fee of 6*d.* a day, does the receipt of that money have any effect in this connection?—It does have a great effect at the time when he takes his quarterly pension.

934. Going to that question, do you think that the fact of the soldiers getting their money in a lump on a fixed quarter-day has a demoralising effect?—Yes. I have had soldiers working for me, as I have said. Of course there are certain jobs about a building that sometimes we can find employment for soldiers upon. For instance, if a job is getting finished and there is no

Chairman—continued.

dangerous work about it, we could put soldiers on for cleaning out the place. They are all right until they come to pension day, and then we do not see them for a bit. When they come back, and you say, "This is nice goings on," they will say, "Well, governor, we do not very often get so much money at one time; we must do something with it."

935. Can you suggest anything better in place of the present system?—If these men had their money in smaller sums, of course they would be able to lay it out to better advantage; they would not have so much money at one time.

936. You would propose to pay them their reserve money more frequently?—Yes.

937. Would your remark about the men being apt to go on the loose, as it is called, when they have been paid their reserve money, apply to them all, or to the majority, or to what proportion?—To the majority.

938. What sort of a majority; two-thirds, should you think?—I daresay it would be about two-thirds; it just depends upon what class of men they are; there are so many different classes of men.

939. Do you ask for any certificate of character on employing these men?—No.

940. Do you make a distinction between a non-commissioned officer and a private?—No, neither do they anywhere in the building trades. If I lose my reference I should have to go back and try to work up to it again. We have to get it on our own merits; it is the same everywhere.

941. On the whole, your firm is, I understand, very well-disposed towards assisting the object of the Government in providing employment for deserving soldiers and sailors; but you find certain difficulties placed in your way?—Yes. I will explain the difficulty in this way: Supposing we have a soldier taken on suitable for a job—they are not, as I say, suitable for all jobs. If you ask the soldiers themselves they will tell you they are not capable of doing the same work as men who have been doing that work all their lives and never been doing anything else. Sometimes we have to have men on day-work; and when the men are on day-work, of course it makes no difference what we pay them; in fact, the more wages we pay them the better it is for the contractor. But if the men are on day-work for two days, and on measured work the other four days of the week, that is where it does not suit the contractor.

942. Will you make that a little clearer; is the measured work the same as piecework?—No; for instance, if you gave us an order to cut an opening through that partition and put up a pair of doors and linings round it, and architraves, you would give us an order for that, which would be measured, on completion, and paid according to the schedule of prices.

943. That would be the class of work included in what are called the triennial contracts?—Yes.

944. Would you explain also your observation that the larger the wages when it was day-work the better for the contractor?—The contractor is allowed 10 per cent. profit on his day-work, on the actual money he pays for day-work; so that if he paid a man 1*s.* an hour, it would be better for him than if he paid the man 6*d.*, for he would get 10 per cent. upon the 1*s.* instead of 10 per cent. upon 6*d.*

Captain *Bethell.*

945. That depends upon the amount of work that is done, does it not?—No, when they are taken on day work it has nothing to do with the question how much work they do.

Mr. *Woodall.*

946. When you engage old soldiers do you generally put them to work upon what you may call measure and value work, rather than upon the contract job?—Supposing we employ old soldiers or militiamen, and I may say we employ a good many militiamen, but I understand you are not going into the question of militiamen.

947. They belong to another class, do they not?—Yes.

948. I suppose you would say a militiaman was familiar with his own particular kind of work from which he was only taken away for certain periods?—Yes.

949. Therefore, what you said about the particular effect of military drill unfitting men for building work does not apply to militiamen?—Quite so.

950. When you were speaking of the unfitness of soldiers in consequence of their military experience, were you speaking more particularly of men who have to carry heavy weights?—No, I meant any description of work in the building trade.

951. But there are occupations in which you would find perhaps a soldier preferable to a man who has merely had civilian experience, are they not?—I am sure I could not mention any part of the building trade where they could fit themselves in.

952. Do you not employ men sometimes as timekeepers and watchmen?—Yes, we have had military men on for that sort of job.

953. I understand in those occupations, at all events, a soldier would be at no disadvantage in comparison with a civilian?—Not at all.

954. In such occupations, for instance, as looking after horses and driving carts?—You cannot place reliance upon them for driving horses and carts.

955. In what respect?—They are all right till pension day comes round, and then you lose them and have the horse in the stable for three or four days until they have spent all their money.

956. Have you ever tried your personal influence in advising the men to avoid such indiscretion?—I have told them all I can tell them; but the fact of any man having a lot of money at one time, when he is not used to having a lot, upsets him a bit.

957. Have you any idea of how many men who have been in the Army are now in the employment of Martin, Wells, and Company?—I should think about 70 to 80.

958. Are those men who are permanently settled about Aldershot, in Aldershot town, and round about?—Yes.

959. Is there any deficiency of general civilian labour there?—There is not a lot of civilian labour about there generally; there has been a good deal lately on account of the reconstruction of the camp.

960. Would you say that the proportion of old soldiers available in and about Aldershot is larger than you would find in London?—Yes, considering the size of the place.

961. So that in spite of these considerations, which rather prejudice them in your mind, you still do find employment for a number of old soldiers?—Yes.

962. And your firm is anxious to continue to do so?—Yes; I daresay I have got 10 or 12 on in London at the present time.

963. You were saying just now that under the operation of the House of Commons Resolution, as enforced in your contracts, you think it hard you should be required to pay the full current rate to men who, in consequence of their training, are not so well fitted for the work as an ordinary civilian labourer?—Yes; and to meet that, our only chance is not to employ these men; to get rid of them and get men who are used to the trade. The thing speaks for itself. If you compel us to pay a certain fixed wage, there is only one thing for us to do, and that is to employ the best men we can for the money.

964. Paying a higher rate of wage, you naturally desire to get the best men you can get for the money?—Just so.

965. If you were allowed to pay a man what he was worth in your judgment, you would be willing to find employment for a larger number of these old soldiers?—Yes, and the men, as a rule, would be satisfied also, because they want the work; there is no doubt about it.

966. I do not know whether you have formed any opinion on the question of a living wage, but I suppose you would hold that a man drawing a smaller wage, supplemented by his income for past services in the Army, would be in as good a position as the more competent man receiving the trade union rate?—He would be in a better position, because his would be a certainty where the other man's would be an uncertainty.

967. You think it is rather hard that he should be denied the employment for which he is fitted and for which you would be willing to pay the wages he is worth?—Yes.

Captain *Grice-Hutchinson.*

968. Do you get many applications from reservists for employment?—Yes; but we find the men that come with written applications, as a rule, are not fitted for us. We find men who come and ask on their own merits are much better than those who come with testimonials.

969. Do you mean with testimonials from their commanding officers?—Yes, or anybody else.

970. Do you think that reservists find it difficult to get employment on leaving the colours; do you think that many of them are out of employment?—I do not think there are many of them out of employment.

971. What branch of the service have you most applications for employment from; do you get many from the Engineers; the skilled branches?—Yes, sometimes.

972. Not so many as from the line or cavalry?—We have a good many from the guards; the Coldstreams, the Scots, and the Grenadier Guards; we have a good many applications from them.

973. When you get application for employment, do you make any inquiries as to whether the

Captain *Grice-Hutchinson*—continued.

the man had learned a trade before he enlisted?—No, we have no means of doing that.

974. You do not make any inquiries at all as to whether the man had been a bricklayer, for instance, before he enlisted?—No; if he comes and asks for a job, I say "What are you?" and he says, "I am a bricklayer," or it may be a mason, or a painter, and I send him to a job.

975. Would you do that in the case of an old soldier?—That is what we ask them.

976. Then you do ask them if they have a trade?—We ask what trade they are, what sort of job do they want. If they say they are bricklayers, or masons, or painters, we send them to that particular branch. We should not handicap a man by sending him to a branch he did not understand.

977. I understood you to say you employed reservists not so much on skilled labour as upon odd jobs?—Yes, because you cannot find a man who is capable of doing the skilled work.

978. If a man has been a bricklayer seven years before, when he first enlisted, surely he would know a trade?—Yes, but how many men can you find that have been seven years in a trade?

979. I mean a man who has been seven years in the Army, having been a bricklayer before he enlisted, do you think his knowledge of bricklaying would have so deteriorated during his time in the Army that his hand would have forgotten its cunning?—Yes, if he was in the army for seven years, and I was in my trade all the time, how could he expect to be the same as I should be; that is my meaning.

980. Do you think if facilities were given to men to keep up a trade in the Army, when they were with the colours, would that help them in getting employment when they left the colours and became reservists?—I could not say; I do not think so from my experience. I have had a good many young fellows working for me who have left me and gone into the Army; there are one or two in the engineers now, who had started learning a trade, but when a man has once learnt his trade he will not leave his trade to go into the Army.

981. But you say they do, as I understand?—No, I say they started learning a trade, and then went into the Army, but when a man has learnt his trade he will not leave it to go into the Army, unless he has some particular cause for doing so.

982. There are many cases where skilled artisans do enlist. What I want to know is this, if facilities were given to them to keep up the trade they had learnt before they had enlisted, would it be an additional recommendation in their favour, on seeking employment, to be able to say, when they left the Army, "I know just as much of my trade as I did when I enlisted"?—Yes, but I do not think that there are many that do know their trade when they go into the Army.

983. Supposing the men were given the opportunity of learning a trade when they were with the colours, would that be a step in the right direction; supposing they were taught carpentering or bricklaying, for instance?—If you want to teach bricklaying in the Army you would have to get a civilian to teach them to do it according

Captain *Grice-Hutchinson*—continued.

to the civilian system; it would be no good teaching a man to lay bricks in the military style if he is to come out and work with civilians outside. But, as I say, it would not matter what a man had been if, when he asked for a job, and he comes on a job, he is competent to carry out the work he professes to do, he can go to work the same as other men, there is no stop or bar anywhere.

984. Do you think the trade unionists themselves look with any animosity on the old soldiers; one frequently hears remarks with regard to their cutting-down of the employment of other men, have you heard anything about that?—I may tell you that I belong to the Provident Institution of Builders' Foremen and Clerks of Works, but there is no trades union about that. I suppose we have got about 110 members all over London; they carry out different works and hold good positions, and have to be capable men before they can join this institution. It is no good any of our trade applying to our institution unless they are capable men. If we had anything to do with trades unions we could not serve our employers faithfully, and we could not look after our men properly; we are bound to walk on a line between the two.

985. What I meant was this, do you think the trades unions are at all jealous of old soldiers getting employment?—I do not know whether they are jealous or not, but this resolution I have referred to is all in favour of trades unions. This resolution knocks the soldiers out and puts the trade unionists in. It says in the notice, "All contractors for War Department works are bound by the terms of their contracts with the War Department to pay all workmen employed under those contracts the rates of wages (without any deduction) current for competent workmen in the respective localities where the work is performed."

986. You think that some exception should be made as regards reservists with regard to that resolution?—Yes; and I say that nine out of every 12 old soldiers would say the same as I say; they would be glad to accept the terms we could give them then.

987. You said that when a man went to draw his pension he went off on the spree, and you did not see him sometimes for two or three days?—Yes.

988. You said some alteration in the mode of payment would be desirable; can you give us any idea as to an alteration that you think would practically meet the case?—Supposing these men earn 24*s.* or 25*s.* a week, if they had their money once a month that would not be so bad as giving it to them once a quarter; that would enable them to lay it out a bit better.

Mr. *Woodall.*

989. Do you not think the man might then go on the spree four times a quarter instead of one?—Possibly he might, but it would not take him so long to get rid of his money.

Captain *Fenwick.*

990. I gather you do not attach much importance to the discharge characters you get with the men, as a rule; they are no true criterion of

Captain *Fenwick*—continued.

the man's worth?—In the building trade we never look at a man's character; his trade or his work is his character, whatever he does carries his character with him.

991. Have you noticed in the different branches of the service from which men come that certain branches produce more trustworthy men, and men who do not go on the spree, as you described, for instance; have you noticed any difference between the cavalry and the infantry in that way?—I have not noticed any difference. Of course since the pensions have been paid at the different post offices, no doubt that has been a great help to the men, because if the men are distributed about in different parts they do not all meet together and have a spree.

Colonel *Murray.*

992. You employ all soldiers who are useful in your work indiscriminately of the different branches of the service?—Yes.

993. Are you able to see any difference between the various branches in point of usefulness?—No, I cannot distinguish any difference between them.

994. I gather they are all working at about the same class of work, whether they come from the engineers or infantry, and do you not see any difference in the work?—No, I never could find any difference in them.

Captain *Bethell.*

995. Do the sailors, as a rule, whom you employ give trouble in the way of breaking out and that sort of thing?—No; I must say that sailors are a little more reliable than soldiers.

996. In point of steadiness, do you mean?—Yes; I do not know whether the ex-sailors we employ get their pension in the same way as the ex-soldiers.

997. Do you get applications from a good number of ex-sailors?—Yes, but you will understand the men never bring us any papers to tell us what they are.

998. You appear to be able to find out by seeing them work?—Yes; we can see from the way they go about their work. If you were to see a soldier and a sailor going up ladders you would see the difference at once.

999. You were saying just now that you thought that a reserve soldier might reasonably expect to be paid at lower wages than an ordinary workman; have you formed any idea roughly of what they are worth as compared with ordinary workmen—I mean as to what it would pay you to employ them at—would it be two-thirds of the ordinary pay?—I could not say; there are so many of them fitted for different classes of jobs.

1000. All you can say to the Committee is that upon the whole you think this class of man is not worth the ordinary wages of civilians?—Yes, I do say that.

1001. You could not give a rough idea of what the relative proportion would be?—It just depends upon what the man is. For instance, a man who has been in the Army for three years is no good to us at all; we had better have a man who has been in 14 years, or a good long time, than a man who has been in for so short a time as three years.

Captain *Bethell*—continued.

1002. Why is that?—I do not know; we find it is so.

1003. I should have thought the younger man would have been more adaptable?—He might be, but he is adapted to a good many things.

Lord *Edmund Talbot.*

1004. I gather you mean by that remark that if you are to employ soldiers at all you prefer linesmen to guardsmen, because it is the guardsmen who are chiefly three-years men?—Although I have had a great deal to do with them, I am sorry to say I hardly know the difference between the linesmen and guardsmen.

1005. You have had experience of three-years men?—Yes.

1006. And you say they are not satisfactory?—They are not, as a rule, satisfactory to us. I do not think the three-years men are quite so reliable as the men who have been in the Army longer.

Captain *Fenwick.*

1007. He has had fewer years of drill. Do you think he is more pliable than a man with longer service—No, I do not think so.

1008. In fact, you think he has all the defects that have come through having gone into the Army, and he has not got the compensating advantage of having had a long course of steady training?—Quite so.

Lord *Edmund Talbot.*

1009. Roughly speaking, I understand you prefer civilians to old soldiers. If you had 10 vacancies for work and 20 men came, 10 civilians and 10 soldiers, you would at once take the civilians in preference, would you?—I do not know that I should. If I wanted 20 men and they were all soldiers and could go and do the work I should take them on; it would make no difference their being soldiers.

1010. But if you knew that 10 of the men who applied were old soldiers and 10 were civilians, you would rather try the 10 civilians first, would you not?—No, I should not necessarily. If they were likely-looking men they would have a chance. If you look at a man you can generally form some opinion of what he is made of.

Mr. *Benson.*

1011. You spoke about the clumsiness and inactivity of soldiers as shown in going up ladders and on scaffolding?—Yes.

1012. Do you think it is that they are lazy, or that they are absolutely stiffer physically than ordinary civilians?—I cannot explain it, but if you were to see an old soldier doing the work, or going up a ladder you would see directly he was not fitted for it.

1013. More so than in the case of a civilian?—A civilian would work into the job, it is his living; when he once becomes a tradesman, he is a tradesman, and he cannot shake it off as long as he lives.

1014. If you take a civilian at the same age, would he be just as awkward, do you think?—I think a civilian who had never been at the trade before would be just as awkward as a soldier would;

Mr. *Benson*—continued.

would; but a soldier cannot go to hard work; if you were to put him in a trench with a couple of navvies and give him a shovel you would soon break him to pieces.

1015. Do you mean they are generally not strong men?—They might be strong, but they have not been trained to that sort of work.

Captain *Bethell.*

1016. You think a soldier cannot do this work for a time until he gets used to it a bit?—I have had soldiers come to work for me, and I have said "get into that trench;" the very first go off their hands go all to pieces, that is only temporary, but I think they have not got the stamina a good old navvy has.

Captain *Bethell*—continued.

1017. The evidence we had from several railway companies is that these old soldiers are not able to undertake the hard work at first, but if they get over the first year they are all right?—Of course it is unskilled labour; a man could almost learn to be a navvy in 12 months, it is not like learning a trade.

1018. You think it is their inability to do the work, rather than their unwillingness to do it?—Yes, for instance, if I were to go back to the trade myself, I should be a little bit awkward at first; that is all I mean.

Mr. JOSEPH RANDALL, called in; and Examined.

Chairman.

1019. You belong to the firm of Kirk and Randall, army contractors?—Yes, I am the principal partner in that firm.

1020. You have heard the evidence of the last witness; will you explain how your business differs from his, and what class of work it is?—We are large public contractors; we do a lot of work for the railways and Government, more especially for railways; we had the Arsenal triennial contracts up six years running, and I have been frequently applied to to give employment to soldiers by officers in the Army, and by Colonel Hughes.

1021. The employment you have to give is of the same character in the building trade as that described by the last witness?—Yes, very similar.

1022. Generally speaking, is your experience the same as that of the last witness, that Army training unfits a man for work in the building trade?—Not exactly. I cannot see that a man who has been in the Army five or six years or 10 or 12 years is not better fitted for employment after the first month or two than the man who has not had that training. They are more attentive and better behaved, and, except in some cases, they are very steady. For instance, I have a coachman who has been in the Army; I have had him nearly seven years, and a better man could not be; he gets 35*s.* a week with his house, rent, and firing. Previously to that I had a soldier who was with me two years; he saved a little and set up a shop and is now employed in the Arsenal. I had another previously to him, but after a few months he took to drinking and I discharged him; we have had many old soldiers as drivers, and we have several of them now.

1023. As carmen?—Yes, we pay them 24*s.* a week for one horse, or if they have two horses they have 26*s.*

1024. In your works at Woolwich, I presume a large proportion of the soldiers you get have been gunners?—Many of them are from the Artillery.

1025. A large proportion of them would be gunners or drivers?—Yes, those that have been driving frequently make very good drivers.

1026. Your general opinion, I gather, of the old soldier is favourable? Certainly.

1027. Have you employed any sailors?—We have got two or three now; we have one in the joiners' shop; he has been there 12 or 18 months.

Chairman—continued.

1028. Has he given satisfaction?—He has given very great satisfaction.

1029. Have you come to any conclusion on the subject of the wage question?—That is a very serious question. I was president last year of the Master Builders' Association: of course it is a very great source of annoyance to us, the unions endeavouring to prevent the non-union men being employed; it is no business of ours whether a man belongs to a union or not, or what his political views are. Our foremen have strict instructions not to interfere or inquire about that; but supposing we are setting on, say, a dozen men at some particular job, when the men go to breakfast or dinner as the case may be these union men say, "where is your ticket;" that means the Federation ticket for which they have to pay, the labourer 2*d.* and the mechanics 3*d.* a week. They have to carry these tickets about with them, and these union men say, "where is your ticket"; perhaps the man says "I have not got one," or "I have left it at home"; then, when the foreman comes back from his dinner or breakfast, these union men say "If you do not discharge this man we are all going out"; that is the result of it, and this last two years it has been a continual source of annoyance. When you went to your job you might find it shut up and the men out until you gave way to these union men. No doubt you have seen in the papers paragraphs about Messrs Trollope's strike; we had three interviews with the union delegates, it was an unwritten law that there should be no difference between union and non-union men, but after three interviews we could find that except calling them blacklegs and words of that description they could give no argument why non-union men should not be employed except that they did not like it. We had three interviews and we found it was no use meeting them any more, so that excepting perhaps during the present month the regulations that were entered into in 1892 will not be in force; they are only in force on sufferance now.

1030. Can you give us any particulars as to the general scheme of agreement which you speak of as between the masters and the men?—Yes; in

Chairman—continued.

in 1892, or perhaps a little later than that, an arrangement was entered into and signed on behalf of the Master Builders' Association and the various labour delegates, that bricklayers should be paid 9½*d.* per hour, those that were cutting or setting arches should be paid 10½*d.*, the masons should be paid 9½*d.* per hour, and those that were fixing 10½*d.*, and the other trades, carpenters and all those trades, were to be paid 9½*d.* excepting plumbers, who were paid 10*d.* and 10½*d.*; and the labourers, 6½*d.* If a man was a scaffolder he was paid 7*d.* or 7½*d.* Then the agreement was that six months' notice should be given from the 1st November to terminate this agreement.

1031. Given by the employers?—By either side. We found such trouble with the union men and non-union men that on the 31st October last we gave them six months' notice to terminate the agreement, and that fell on the 30th April last; so that excepting that we are now adhering to the terms for the present month to see whether any settlement can be come to, we may say those rules are now from the 1st May non-existing except on sufferance, and of course we do not know whether there will be a strike or not, or a general lock-out. Of course that makes one very particular now in the contracts one takes.

1032. Will you tell us what proportion of the men you employ are unionists, and what proportion are non-unionists?—So far as we can average there is about one union man to about six non-union men.

1033. Can you say that the union man or the non unionist is the better worker?—Certainly not.

1034. You think there is no distinction?—Not a bit.

1035. One is no better than the other; it may turn out either way?—Quite so; of course there are a great many better men; a great many are worth 1*s.* an hour to you, and I contend if a man is worth 1 *s.* he has the right to be paid it; if he is worth 1*s.* 6*d.* he has a right to be paid 1*s.* 6*d.*; but there are inferior men too, and I do not see the right of a man to be paid 1*s.* or 10*d.* an hour if he is only worth 6 *d.* or 7*d.* an hour; I think that is where the union rates do a great deal of harm.

1036. You think it is tyrannical, in fact?—Yes, because we take no apprentices at the present day. To take an instance of what I mean: at our works at Horseferry-road, Westminster, we have two of our foremen's sons learning the trade of masons; we had no premium with them and we started them with a wage from the time they entered to learn the trade. The last year of their time they were receiving 8½*d.* an hour. The next day after they were 21 the union men, the masons, came to our foremen and said, "If these men do not have 9½*d.* an hour we shall leave." When I went to the works he told me what had happened and I said "I am not going to give them 9½*d.* an hour because they have not properly learnt their trade; when they are worth it we will give it them." The union men led these two boys such a life that they left. That is how it is so many of these men are compelled to join unions, because otherwise they are afraid of the intimidation.

Chairman—continued.

1037. Could you tell us what proportion of these men are old soldiers or sailors; do the old soldiers generally belong to the union?—I should say as a rule they do not.

1038. They could perhaps hold their own against any attempt to boycott or any attempt at intimidation?—Yes; supposing you have a 100 or 200 men on a job and there is a greater proportion of bricklayers or labourers (we have a lot of trouble with the labourers) belonging to the union, they are sure to try to get the ascendancy.

1039. The old soldier will hold his own better than the poor civilian, I presume?—Yes, as a rule the old soldiers do not belong to any unions unless they are compelled. Many of the men join the union simply for the sake of peace and quietness.

1040. Have you written from time to time to agencies for employing pensioners or old soldiers?—Yes, I like old soldiers as timekeepers, especially if they are sergeants.

1041. You have said you liked them as carmen?—Yes, and for timekeepers; for instance, I am going to take on two timekeepers, and I shall apply for sergeants or sergeant-majors, because if they are indiscreet in any way they lose their pension.

1042. Unlike the last witness you have found some advantage in distinguishing between non-commissioned officers and privates?—Certainly. One man we have had for 14 years.

1043. I have before me a paper giving various particulars as to the men in your employment; will you hand that paper in?—It is not complete; there are some men at Chatham for which I have not the return yet.

1044. Will it when completed be as long again as it is now?—I dare say it will.

1045. Will you have the paper completed and send it to us for the Appendix?—Yes; perhaps I might refer to our experience at Woolwich; of course during the Arsenal contract we had a considerable number of men there. We used to pay the labourers 6*d.* an hour, but unfortunately the Government did not pay them that rate; they only paid them 4½*d.*

1046. Will you explain that a little more in detail?—Before 1892 Woolwich was out of the London district as to the rate of wages. When the new rule came into operation they made it a 12 mile radius. At that time we had just taken a Government contract for three years. We had to increase all our men then a 1*d.* per hour, and, of course, we paid the bricklayers 9½*d.*, the carpenters 9*d.* and 9½*d.*, and the labourers 6*d.* and 6½*d.*, but the Works Department in the Arsenal paid their men something like 20 per cent. less wages than we did, and they selected, of course, the best part of the work to do themselves, and left the triennial contract with the most difficult part of the work. I do not want to go into that further in this inquiry.

Mr. *Woodall.*

1047. The work under the Works Department of the Government is more regular and constant, is it not?—I do not know exactly that it is so. Of course, continuity, as the director of contracts once explained, that may amount to something.

But

Mr. *Woodall*—continued.

But we have men that go about with us year after year. We have men in our employ who have been with us for more than 20 years, and if they have finished one job they go to another.

1048. Do you think the old soldier would prefer to work for you?—Yes, he would prefer to work for us because he gets better wages.

1049. You think he would not give the preference for any other cause to Government employment?—I do not know; I do not think he would.

1050. You do not think that he does, as a matter of fact?—No.

Colonel *Lockwood.*

1051. Can you state how many men you have, roughly speaking, employed generally?—On an average we have not less than 2,000. In another two months I shall have another 1,000 taken on for works just being entered into.

1052. Can you give me any idea of the percentage of old soldiers in that number?—I am, perhaps, going to set on about 500 men in Epping Forest for the East London Waterworks Company for two large jobs I have there; a great number of those may be men who have been in the Army.

1053. Probably a large proportion of them?—Yes, as navvies; but as a rule, with regard to the men serving the bricklayers, the hodmen, I should not think there is more than 2 per cent of Englishmen among them; it is turned over practically to the Irish; of all the hodmen in London I should not think there are 2 or 3 per cent. of English who carry the hod or have anything to do with it.

1054. You have stated already that you think as a rule the reservists and the old soldiers are not unionists?—Quite so.

1055. And therefore, owing to what I may call the inherent dislike of the unionists to anybody not a unionist being employed on the same job as themselves, the reservist and old soldier are placed at rather an unfair disadvantage?—Yes, and so is every non-union man.

1056. And that includes the reservists and old soldiers as a rule?—Yes, certainly.

1057. You say that the agreement you referred to between the masters and men lapsed at the end of April?—Yes.

1058. Have you had any trouble during this month with regard to that?—Not very much; they are keeping very quiet.

1059. Do you anticipate any fresh trouble?—We cannot tell; but we think they are waiting (and no doubt it is so) for the time when some contractor gets a job that has to be done very expeditiously, and that then they will take an opportunity of testing it; I signed, only yesterday, a contract for a job of between 50,000*l.* and 60,000*l.*, which I refused to do before simply because I declined to sign a contract that had not got a very wide arbitration clause, and a wide clause for strikes.

Mr. *Woodall.*

1060. What proportion of builders and contractors are included in the Master Builders' Association?—There are builders and builders; do you include in your question what we call jerry builders.

Mr. *Woodall*—continued.

1061. Yes, I mean builders who would undertake a contract of any kind, small or large?—So I understood; I should say more than half belong to it; I am excluding these jobbing builders because we do not receive them.

1062. Taking the building work of all kinds, including cottage work, you would say that half was done under these regulations agreed between the master builders and the trades unions?—I should say very considerably more than that, because, although the small man does not belong to the association, he is bound to pay those wages.

1063. Just as the non-union man would have the advantage of the higher wage secured to him by the combination?—Precisely so.

Captain *Grice-Hutchinson.*

1064. You say that in all probability there will be a good sprinkling of retired soldiers in these extra hands you are going to put on the work at Epping Forest?—Very likely.

1065. Do you make applications to any of the agencies for old soldiers?—No; I am going to start the job at once, and I have sent a foreman to-day to take notes of the job; the men will know about that quite as soon as we, and very likely to-morrow morning there will be 200 or 300 men round for the work, and we will take them on; no doubt there will be many old soldiers among them. You can tell a military man by his walk; I am going round the works every day of my life, and I soon get to know from experience what a man is.

1066. You said that you had applied to these agencies for timekeepers?—Yes; and I frequently get notes from officers in the Artillery saying, "Would you kindly give so-and-so a job," and we give him a trial.

Mr. *Woodall.*

1067. You were saying just now that these important works that you are about to undertake are somewhere near Epping Forest?—Yes; they are two jobs for the East London Waterworks Company.

1068. You would anticipate that among the navvies for whom you will there find employment, many would be men who had been in the Army?—Yes, mostly.

1069. Do you draw a distinction between a man recently discharged from the service, and a man who having served some time has been in the interval in civilian employment?—I do not know that one would do that. Of course, all the foremen we have are experienced men, and they see in a very few hours whether a man is capable of doing his work or not.

1070. You have had considerable experience of men who after leaving the Army have had employment in one or other of the Royal Factories, the Arsenal, for instance, at Woolwich, or at Enfield or Waltham?—Yes.

1071. I am sorry we have had to reduce our numbers at those factories at the present moment, and I am very glad to think that the men so discharged will find employment under you, but those would be men who to the qualities acquired in the Army have since added the advantage of civilian employment, and would be more exactly on the same level with the ordinary civilian labourers than the newly discharged men

Mr. *Woodall*—continued.

would be?—Yes, except that under Government employment they do not work them quite so hard as the builders or contractors work them.

1072. I am afraid the men do not admit that themselves, do they?—I speak from experience; I am a very early riser, and I have been in the Arsenal at 7 o'clock in the morning frequently.

1073. The Arsenal men do not begin work until 8 o'clock, do they?—Our men used to begin before that.

Captain *Bethell.*

1704. Have you any knowledge about the employment of ex-sailors on your work?—Yes, we have them frequently as scaffolders; they are very expert and quick.

1075. Do you get a good many applications from them?—Yes, we frequently employ them.

1076. Do you find they give satisfaction?—They are very good men indeed, very active men.

1077. As regards undergoing heavy manual labour, are they equal to it?—You have to pick the men out and assort them for various works. We have an ex-sailor now in the joiners' shop, for instance; the joiners are not allowed to go from their benches. This man has a board, and goes

Captain *Bethell*—continued.

to the saw-mill and takes the stuff and gives it out; he also sees to their meals; they have a room set apart to have their meals in. He cleans up the workshop at night, and takes away the shavings.

1078. Are the sailors, from your experience, capable of sampling in with navvies in ordinary work?—No, I should say not.

Captain *Grice-Hutchinson.*

1079. Do you find that at pension day these old soldiers are apt to go on the spree and remain absent for a time?—I can speak from some experience, because our works adjoin the Arsenal at Woolwich, in what used to be at one time part of the Arsenal; High-street, Woolwich, now, is not a very respectable part, but we know the 1st of the month, there is generally a little commotion; it is the older men, I think, not the younger men.

1080. When you say once a month, do not these reserve men get their pay quarterly?—I sign these men's pension papers once a month.

1081. You are distinguishing between the pensioners and the reservists?—The reserve man has not so much to spend; he may get his pension quarterly very likely.

APPENDIX.

LIST OF APPENDIX.

APPENDIX, No. 1.

PAGE.

Paper handed in by Major General Sir Charles Wilson, 9 April 1895 - - - - - - - - 59

APPENDIX, No. 2.

Paper handed in by Mr. J. Randall, 16 May 1895 - - - - - - - - - - - - - 70

APPENDIX, No. 3.

Papers handed in by the Chairman, 13 June 1895 - - - - - - - - - - - - - 72

APPENDIX, No. 4.

Paper handed in by the Chairman, June 1895 - - - - - - - - - - - - - 75

APPENDIX.

APPENDIX, No. 1.

PAPER handed in by Major General Sir *Charles Wilson*, 9 April 1895.

MEMORANDUM.

It is not easy to state how far the standard of education in the Army has been raised since the Education Act of 1870 was passed. There can be no doubt that it has been raised, especially in individual cases, and there is a steady and satisfactory increase in the number of men who hold First and Second Class Certificates. On the other hand, very little more than one-third of the men hold certificates of education, and since the abolition of the compulsory education of recruits there are no means of accurately ascertaining the standard of education of the remaining two-thirds.

In 1886, the last year in which the compulsory attendance of recruits at school was required, no less than 36·48 per cent. of the recruits failed to obtain a Fourth Class certificate of education. The standard of knowledge implied by the possession of this certificate was about equal to Standard II. in civil schools, which children of eight years of age are expected to pass. It is believed that the general standard of education attained by recruits is still low, and this is not surprising when it is considered that the recruit enlists five or six years after he has left school, and has had time to forget most of what he learned. It is to be feared that the standard of education in the Army will not be very materially raised until that in the classes from which recruits are drawn has been improved.

The state of education of the boys admitted to the Duke of York's Royal Military School during 1894, from all parts of the country, shows that the working of the Education Acts is still incomplete. Of 114 boys admitted from Civil Schools, between nine and 12 years of age, only five had passed the standard proper for their years, 65 were one standard below, and 44 were two or more standards below. In the same year 13 boys were admitted from Army Schools, and of these eight had passed the standard proper for their years, and five were one standard below. One boy from Civil Schools and four from Army Schools had passed Standard IV., and one from each had passed Standard V.

The requirement of a First Class Certificate for promotion to certain ranks and appointments, and the rule requiring the attendance at school of every non-commissioned officer until he obtains a Second Class Certificate, have tended to raise the standard of education in the non-commissioned ranks. But these certificates are of comparatively small value outside the ranks of the Army, and a First Class Certificate only exempts its holder from further examination in the case of appointment as a temporary copyist or as a warder in a military prison. It would be greatly to the advantage of the soldier if First and Second Class Certificates exempted their holders from further examination in the case of several minor appointments, and a list of such appointments is attached.

The requirements for First and Second Class Certificates are forwarded herewith, and a comparative statement of the state of education in the Army since 1871.

It is suggested that the possession of a First Class Certificate should be held to entitle a soldier to civil employment after 12 or 21 years' service, if his character while serving has been good.

It may be observed that under the Order in Council of the 4th June 1870, Section VII., it rests with the chiefs of departments to recommend to the Treasury cases in which examination may be wholly or partially dispensed with. Possibly, some arrangement might be made under which a certain number of the minor appointments would be reserved for discharged soldiers of good character who possessed First or Second Class Certificates.

20 April 1895. *C. W. Wilson*, M.G.

COMPARATIVE STATEMENT of the State of EDUCATION in the ARMY since 1871.

	31 December 1871.	31 December 1876.	31 December 1884.	31 December 1888.	31 December 1892.	31 December 1893.
Total strength	192,672	190,015	173,484	197,850	207,104	212,413
Certificates in possession :						
First Class	958	1,108	967	1,566	2,906	3,162
Second Class	5,882	20,401	30,417	38,649	41,122	41,261
Third Class	9,692	22,959	27,964	36,744	31,575	30,650
Fourth Class	1,096	33,338	58,214	—	—	—
TOTAL	17,628	77,806	117,562	76,959	75,603	75,073

In 1887 the Fourth Class Certificate was abolished, as it was of too elementary a nature to be of any practical utility.

N.B.—Since 1886 the examinations have been more carefully conducted, and the requirements have been higher.

10 April 1895.

THE REQUIREMENTS for a FIRST CLASS CERTIFICATE of EDUCATION.

Up to 1882.	From 1888.
Conducted by Sub-Inspectors of Army Schools.	Conducted from Head Quarters since 1886.
Reading.—Highest Standard.	Dictation.—A passage from any standard author.
Dictation (including "Orders").—Highest Standard.	Copying Manuscript (introduced in 1886 instead of official letter writing).
Official Letter Writing (dropped in 1886 on introduction of copying manuscript).	Arithmetic.—The whole subject (except present worth and discount, stocks, and cube root).
Arithmetic.—Generally; including vulgar and decimal fractions, and miscellaneous problems.	History and geography made compulsory on recommendation of Lord Harris' Committee.
Accounts.—Debtor and creditor, Regimental Savings Bank (dropped in 1886).	
Extra Subjects.—One out of a list of 12:—	Optional Subjects.
1. History.	European or Oriental Modern Languages:—
2. Geography.	Field fortification.
3. Algebra.	Military topography.
4. Trigonometry.	Tactics.
5. Mensuration.	
6. Practical geometry.	
7. Fortification.	This certificate is considered to be higher than Standard VII. of the Education Code, and to be equivalent to the examination for boy clerks conducted by the Civil Service Commissioners.
8. Drawing.	
9. Surveying.	
10. Chemistry.	
11. Mechanics.	
12. One modern language.	

THE REQUIREMENTS for a SECOND CLASS CERTIFICATE of EDUCATION.

Up to 1882.	From 1888.
Reading (dropped commencement of 1888).	Dictation.—From district or Army orders only.
Dictation.—Including orders.	Arithmetic.—Reduction, simple practice, and proportion, vulgar and decimal fractions, regimental account's (which includes debtor and creditor account, and savings bank account).
Arithmetic.—Compound rules, weights and measures, simple vulgar fractions, debtor and creditor account, savings bank account.	This certificate is held to be higher than Standard V. of the Education Code, but not equivalent to Standard VI.

LIST of Situations which might be filled by ARMY RESERVE MEN and DISCHARGED SOLDIERS, together with the CERTIFICATE of EDUCATION considered necessary for each post.

Employment under the War Department.	Certificate of Education.		
	1st Class.	2nd Class.	3rd Class.
Volunteers, permanent staff	—	2nd	—
Yeomanry, permanent staff	—	2nd	—
Recruiting staff	—	2nd	—
School of Cookery, instructors	—	2nd	—
Veterinary department, pharmacist	—	2nd	—
Veterinary department, superintending clerk	1st	—	—
Remount depôt, non-commissioned officers and men	—	2nd	—
Engineer clerks	1st	—	—
Assistants to Deputy Assistant Adjutant General for instruction	1st	—	—
Clerks, War Office, including sub-departments	1st	—	—
Royal Engineer Establishment, engine drivers and temporary clerks in Royal Engineer offices.	—	2nd	—
Royal Military Academy, subordinates	1st and	2nd	—
Royal Military College, subordinates	1st and	2nd	—
Staff College, subordinates	1st and	2nd	—
Duke of York's School, subordinates	1st and	2nd	—
Royal Hibernian School, subordinates	1st and	2nd	—
Artillery College, subordinates	1st and	2nd	—
Army Medical School, subordinates	—	2nd	—
Garrison librarians	1st and	2nd	—
Canteen waiters	—	2nd	—
Royal Artillery Institution, subordinates	—	2nd	—
Rotunda, two cleaners	—	2nd	—
Ordnance Committee, clerks and orderlies	1st and	2nd	—
Miscellaneous appointments, Royal Artillery, Royal Engineers, and Medical Staff Corps.	—	2nd	—
Army Clothing Depôt	1st and	2nd	—
Ordnance Store Department	—	2nd	—

9 April 1895.

Government Employment.	Certificate of Education.		
	1st Class.	2nd Class.	3rd Class.
Board of Agriculture:			
Messenger	—	2nd	—
Porter	—	2nd	—
Office of Accountant in Bankruptcy, Scotland:			
Clerk and temporary clerk (for A. Reserve men; maximum age, 26, but exceptions are made).	1st	—	—
British Museum:			
Messenger	—	2nd	—
Attendant	1st or	2nd	—
Broadmoor Criminal Lunatic Asylum:			
First Class clerk	1st	—	—
Second Class clerk	1st or	2nd	—
Bailiff and gardener	—	2nd	—
Chief attendant, principal attendant	—	2nd	—
Engineer	—	2nd	—
Subordinate officer, attendant (male)	—	2nd	—
Charitable Donations and Bequests Office (Ireland):			
Clerk and book-keeper (for A. Reserve and 1st period men; maximum age, 30, but exceptions are made).	1st	—	—
Messenger and office keeper	—	2nd	—
Charity Commission:			
Messenger	—	2nd	—
Chelsea Hospital:			
Dispenser	1st	—	—
Office keeper and first messenger	—	2nd	—
Chief Secretary's Office (Ireland):			
Messenger	—	2nd	—
Extra messenger	—	2nd	—
Temporary messenger	—	2nd	—

LIST of Situations which might be filled by Army Reserve Men and Discharged Soldiers, &c.—*continued.*

Government Employment.	Certificate of Education.		
	1st Class.	2nd Class.	3rd Class.
Inspectors of Lunatic Asylums:			
Messenger	—	2nd	—
Temporary messenger	—	2nd	—
Veterinary Department:			
Messenger	—	2nd	—
Temporary messenger	—	2nd	—
Civil Service Commission:			
Office keeper	—	2nd	—
Messenger	—	2nd	—
Temporary porter	—	2nd	—
Labourer	—	2nd	—
Office of Collector General of Rates, Dublin:			
Collector of rates	1st	—	—
Third Class Clerk (for A. Reserve men)	1st	—	—
Colonial Office:			
Messenger	—	2nd	—
House of Commons:			
Department of the Speaker:			
Messenger in the Library (for A. Reserve and 1st period men; maximum age, 35, but exceptions are made).	—	2nd	—
Extra messenger (for A. Reserve and 1st period men; maximum age, 35, but exceptions are made).	—	2nd	—
Messenger in the Speaker's Secretary's Office (for A. Reserve and 1st period men; maximum age, 35, but exceptions are made).	—	2nd	—
Department of the Clerk of the House:			
Office messenger	—	2nd	—
Department of the Serjeant-at-Arms:			
Hall keeper	—	2nd	—
Messenger	—	2nd	—
Attendant in the office of the Examiners of Private Bills	—	2nd	—
Attendant in the office of the Chairman of Ways and Means.	—	2nd	—
Assistant in the Members' Waiting Room	—	2nd	—
Superintendent in the Members' Waiting Room	—	2nd	—
Attendant in the Lobby	—	2nd	—
Office keeper	—	2nd	—
Porter	—	2nd	—
Cleaner	—	—	3rd
Watchman	—	—	3rd
Porter in the Members' Waiting Room	—	—	3rd
Royal Irish Constabulary:			
Messenger, Inspector General's Office	—	2nd	—
Customs:			
Outdoor officer	1st	—	—
Office keeper	—	2nd	—
Housekeeper	—	2nd	—
Messenger	—	2nd	—
Constable	—	2nd	—
House porter in London	—	2nd	—
House porter at Dublin	—	2nd	—
Watchman	—	2nd	—
Registry of Deeds (Ireland):			
Housekeeper	—	2nd	—
Messenger and porter	—	2nd	—
Porter	—	—	3rd
Dublin Metropolitan Police:			
Messenger	—	2nd	—
Dundrum Criminal Lunatic Asylum:			
Clerk and store keeper	1st	—	—
Assistant storekeeper	1st or	2nd	—
Head attendants	—	2nd	—
Male charge attendants and male attendants	—	2nd	—
Male tradesman attendant	—	2nd	—
Male assistant attendant	—	2nd	—

List of Situations which might be filled by Army Reserve Men and Discharged Soldiers, &c.—*continued.*

Government Employment.	Certificate of Education..		
	1st Class.	2nd Class.	3rd Class.
Ecclesiastical Commission:			
Superintendent of writers	1st	—	—
Office keeper	—	2nd	—
Messenger	—	2nd	—
Porter	—	2nd	—
Exchequer and Audit Department:			
Messenger	—	2nd	—
Library porter	—	2nd	—
Housekeeper	—	2nd	—
Exchequer Office (Scotland):			
Superintendent of Court House Buildings (Edinburgh)	—	2nd	—
Housekeeper	—	2nd	—
Doorkeeper	—	2nd	—
Fishery Board (Scotland):			
Fishery Officer (for A. Reserve and 1st period men)	1st	—	—
Messenger	—	2nd	—
Foreign Office:			
Office keeper	—	2nd	—
Home service messenger	—	2nd	—
Head doorkeeper	—	2nd	—
Office porter	—	2nd	—
Door porter	—	2nd	—
Other subordinate situations	—	2nd	—
Housekeeper	—	2nd	—
Coal porter	—	—	3rd
Diplomatic Service:			
Messengers and extra messengers at missions abroad	—	2nd	—
Consular Service:			
Constable or gaoler (China)	—	2nd	—
Constable or gaoler (Japan)	—	2nd	—
Constable or gaoler (Siam)	—	2nd	—
Chief constable and messenger to the Consular Court, Alexandria.	—	2nd	—
Chief usher to the Supreme Court, Shanghai	—	2nd	—
Friendly Societies Registry:			
Messenger (for A. Reserve and 1st period men)	—	2nd	—
Home Office:			
Office keeper	—	2nd	—
Queen's messenger	—	2nd	—
Office porter	—	2nd	—
Inland Revenue:			
Office keeper	—	2nd	—
Messenger (London)	—	2nd	—
Hall porter or messenger (Dublin)	—	2nd	—
Messenger (Edinburgh)	—	2nd	—
Porter (Glasgow)	—	2nd	—
Will keeper or sector (A. Reserve or 1st period man; maximum age, 35).	—	2nd	—
Warehouseman (including stamp teller; maximum age, 35)	—	2nd	—
Stamper; maximum age, 35	—	2nd	—
Packer; maximum age, 35	—	2nd	—
Warehouse porter; maximum age, 35	—	2nd	—
Binder; maximum age, 35	—	2nd	—
Housekeeper (Edinburgh and Glasgow)	—	2nd	—
Engine man in stamping department	—	2nd	—
Keeper of chemicals and scientific apparatus (A. Reserve or 1st period man; maximum age, 35).	—	2nd	—
Preventive man (A. Reserve or 1st period man; maximum age, 35).	—	2nd	—
Chief coal porter	—	2nd	—
Door porter	—	2nd	—
Hall porter	—	2nd	—
Watchman	—	2nd	—
Irish Land Commission (including Congested Districts Board):			
Attendant in Record Department (A. Reserve and 1st period man).	—	2nd	—
Messenger	—	2nd	—
Investigators of tithe rent-charge liabilities	1st	—	—
Housekeeper	—	2nd	—

List of Situations which might be filled by Army Reserve Men and Discharged Soldiers, &c.—*continued.*

Government Employment.	Certificate of Education.		
	1st Class.	2nd Class.	3rd Class.
Land Registry Office:			
Housekeeper	—	2nd	—
Messenger (including attendant)	—	2nd	—
Land Revenue Record Office:			
Office keeper and messenger	—	2nd	—
Loan Fund Board (Ireland):			
Senior Clerk (A. Reserve and 1st period man; maximum age, 35, but exceptions are made).	1st	—	—
Clerk (A. Reserve and 1st period man; maximum age, 25, but exceptions are made).	1st	—	—
Local Government Board (England):			
Messenger	—	2nd	—
Temporary messengers	—	2nd	—
Hall porter	—	2nd	—
Local Government Board (Scotland):			
Messenger	—	2nd	—
Local Government Board (Ireland):			
Messenger	—	2nd	—
London University:			
Office and library assistant	1st	—	—
Office keeper	1st	—	—
Messenger	—	2nd	—
Housekeeper	—	2nd	—
Porter and labourer	—	2nd	—
House of Lords:			
Department of Lord Chancellor:			
Messenger (A. Reserve and 1st period men; maximum age, 36).	—	2nd	—
Department of the Clerk of the Parliaments:			
Assistant copyist (A. Reserve men; maximum age, 25)	1st	—	—
Messenger	—	2nd	—
Temporary messenger	—	2nd	—
Department of the Lord Great Chamberlain:			
Resident superintendent	1st	—	—
Housekeeper in the House of Lords	1st	—	—
Housekeeper in the Lord Great Chamberlain's Office (maximum age, 35, but exceptions are made).	1st	—	—
Housekeeper in the Crown Office	1st	—	—
Messenger in the Lord Great Chamberlain's Office	—	2nd	—
Department of the Usher of the Black Rod:			
Doorkeeper (A. Reserve and 1st period men; maximum age, 35).	—	2nd	—
Messenger	—	2nd	—
Lunacy Commission (England):			
Porter	—	2nd	—
Lunacy Board (Scotland):			
Messenger	—	2nd	—
Board of Manufactures (Scotland):			
Royal Institution:			
Messenger	—	2nd	—
Porter	—	2nd	—
Housekeeper	—	2nd	—
National Gallery:			
Assistant curator	—	2nd	—
Attendant	—	2nd	—
Doorkeeper	—	2nd	—
Out-door porter	—	2nd	—

List of Situations which might be filled by Army Reserve Men and Discharged Soldiers, &c.—*continued.*

Government Employment.	Certificate of Education.		
	1st Class.	2nd Class.	3rd Class.
Metropolitan Police Courts:			
Assistant Clerk	1st	—	—
Usher	—	2nd	—
Gaoler	—	2nd	—
Messenger	—	2nd	—
Doorkeeper	—	2nd	—
Military Prisons Department:			
Other subordinate situations (including night watchman, cook, gatekeeper, messenger).	—	2nd	—
Mint:			
Foreman of the operative department	1st	—	—
„ „ die department	1st	—	—
Office keeper and foreman of coin an bullion	1st or	2nd	—
Visitors' messenger	—	2nd	—
Messenger	—	2nd	—
Artificer	—	2nd	—
Engineer	—	2nd	—
Stoker	—	2nd	—
Engine driver	—	2nd	—
Workman	—	2nd	—
Labourer	—	2nd	—
Assistant fireman	—	2nd	—
Packer and teller	—	2nd	—
Branch mints at Sydney and Melbourne	—	—	—
Assistant clerk and storekeeper (Sydney); maximum age, 35 (A. Reserve, and 1st period men).	1st or	2nd	—
Foreman (Sydney and Melbourne)	1st or	2nd	—
Coiner (Melbourne)	—	2nd	—
Weigher and balance mechanician (Sydney)	1st	—	—
Balance mechanician (Melbourne)	1st	—	—
Office keeper, Sydney and Melbourne	—	2nd	—
Housekeeper, Sydney	—	2nd	—
Gauger, Melbourne	—	2nd	—
Messenger, Sydney and Melbourne	—	2nd	—
Artificer, Sydney	—	2nd	—
Workman, Sydney (A. Reserve and 1st period men; maximum age, 35).	—	2nd	—
National Debt Office:			
Messenger	—	2nd	—
National Education Office (Ireland):			
Assistant Messenger	—	2nd	—
National Gallery (England):			
Clerk (A. Reserve; maximum age, 25)	1st	—	—
Curator	—	2nd	—
Messenger	—	2nd	—
Head porter	—	2nd	—
Porter	—	2nd	—
Assistant porter	—	2nd	—
Temporary assistant porter	—	2nd	—
Additional porter	—	2nd	—
Temporary turnstile keeper	—	2nd	—
National Gallery (Ireland):			
Registrar	1st	—	—
Porter	—	2nd	—
National Portrait Gallery:			
Messenger	—	2nd	—
Porter	—	2nd	—
Turnstile keeper	—	2nd	—
Patent Office:			
Custodian of works in the library (A. Reserve and 1st period men, maximum age, 35, exceptions made).	1st	—	—
Office keeper	—	2nd	—
Messenger	—	2nd	—
Attendant	—	2nd	—
Warehouseman	—	2nd	—
Temporary machinist „ pattern maker „ assistant machinist „ pattern maker (A. Reserve and 1st period men; maximum age, 30.)	—	2nd	—

List of Situations which might be filled by Army Reserve Men and Discharged Soldiers, &c.—*continued.*

Government Employment.	Certificate of Education.		
	1st Class.	2nd Class.	3rd Class.
Paymaster General's Office :			
Office keeper (London and Dublin)	—	2nd	—
Messenger	—	2nd	—
Door porter	—	2nd	—
Post Office :			
Male sorter	1st	—	—
Postmaster (provincial) including sub-postmaster	1st or	2nd	—
Housekeeper (London)	—	2nd	—
Postman (London, Edinburgh, and Dublin)	—	2nd	—
Postman suburban (London) and provincial	—	2nd	—
Porter	—	2nd	—
Skilled lineman	—	2nd	—
Skilled mechanic	—	2nd	—
Post Office :			
Linesman (A. Reserve and 1st period men ; maximum age, 30)	—	2nd	—
Mechanic (A. Reserve and 1st period men ; maximum age, 30)	—	2nd	—
Junior Mechanic	—	2nd	—
Prisons Department (England) :			
Farm bailiff	1st or	2nd	—
Engineer	1st or	2nd	—
Clerk of works	1st	—	—
Foreman of works	1st	—	—
Stewards' porter	—	2nd	—
Assistant messenger	—	2nd	—
Subordinate officers in prisons, Division I., including warder, &c.	—	2nd	—
Subordinate officers in prisons, Division II., including guard, night watchman, &c.	—	2nd	—
Prisons Department (Scotland) :			
Clerk of the works	1st	—	—
Foreman of works	1st	—	—
Clerk in prisons	1st	—	—
Assistant steward	1st	—	—
Steward	1st	—	—
Male teacher	1st and acting schoolmasters.	—	—
Messenger in Commissioner's office	—	2nd	—
Messenger in prisons	—	2nd	—
Stewards' porter	—	2nd	—
Manufacturer's porter	—	2nd	—
Male warder	—	2nd	—
Superintendent of lunatic departments	—	2nd	—
Prison guard	—	2nd	—
Prisons Department (Ireland) :			
Clerk in Habitual Criminal Registry	1st	—	—
Office keeper (Director's office)	—	2nd	—
Messenger (Director's office) (A. Reserve and 1st period men ; maximum age, 35).	—	2nd	—
Assistant schoolmaster	1st and acting schoolmasters.	—	—
Steward and accounting clerk in prisons	1st	—	—
Steward and clerk, Grangegorman	1st	—	—
Steward's clerk	1st	—	—
First class trade warder	—	2nd	—
Second class trade warder	—	2nd	—
Hospital warder	—	2nd	—
First class warder	—	2nd	—
Second class warder	—	2nd	—
Ordinary warder	—	2nd	—
Ordinary warder employed as carter	—	2nd	—
Temporary ordinary warder	—	2nd	—
Keeper of the Bridewell, or lock-up	—	2nd	—
Hall porter in prison	—	2nd	—
Gate porter in prison	—	2nd	—
Messenger in convict service	—	2nd	—
Other subordinate officers (male)	—	2nd	—
Privy Council Office :			
Council chamber keeper	1st or	2nd	—
Messenger	—	2nd	—
Officer porter	—	2nd	—
Door porter	—	2nd	—

LIST of Situations which might be filled by Army Reserve Men and Discharged Soldiers, &c.—*continued.*

Government Employment.	Certificate of Education.		
	1st Class.	2nd Class.	3rd Class.
Public Works Loan Board:			
Messenger	—	2nd	—
Porter	—	2nd	—
Public Works Office (Ireland):			
Bailiff in Phœnix Park	—	2nd	—
Housekeeper to Customs and Inland Revenue Buildings at Waterford.	—	2nd	—
Junior constable (Kingstown Harbour)	—	2nd	—
Night watchman " "	—	2nd	—
Messenger	—	2nd	—
Hall porter	—	2nd	—
Railways Commission:			
Clerk	1st	—	—
Record Office (England):			
Caretaker of documents	—	2nd	—
Housekeeper	—	2nd	—
Hall porter	—	2nd	—
Workman (A. Reserve, and 1st period men; maximum age, 35)	—	2nd	—
Record Office (Ireland):			
Messenger	—	2nd	—
Workman	—	2nd	—
Workman searcher	—	2nd	—
Reformatories Inspector (England and Scotland):			
Inspector's assistant (A. Reserve, and 1st period men; maximum age, 35).	1st	—	—
Register House Departments (Edinburgh):			
Messenger	—	2nd	—
Porter	—	2nd	—
Registrar General's Office (England):			
Index Compiler and Statistical Abstractor	1st	—	—
Office-keeper	—	2nd	—
Search-room attendant	—	2nd	—
Registrar General's Office (Ireland):			
Office-keeper (A. Reserve, and 1st period men; maximum age, 35).	—	2nd	—
Messenger (A. Reserve, and 1st period men; maximum age, 35)	—	2nd	—
Temporary messenger (A. Reserve, and 1st period men; maximum age, 35).	—	2nd	—
Royal Parks and Gardens:			
Assistant to Superintendent, Hyde Park (A. Reserve, and 1st period men; maximum age, 35).	1st	—	—
Park-keeper	—	2nd	—
Gate-keeper (under Commissioners of Works)	—	2nd	—
Attendant in the Herbarium in the Royal Gardens, Kew (A. Reserve men; maximum age, 25).	—	2nd	—
Attendant in the Herbarium in the Royal Botanic Gardens (Edinburgh) (A. Reserve men; maximum age, 25).	—	2nd	—
Attendant in the Herbarium in the Museum, Kew (A. Reserve men; maximum age, 25).	—	2nd	—
Head park-keeper and game-keeper, Richmond Park	—	2nd	—
Keeper and bailiff, Bushy Park	—	2nd	—
Deer-keeper, Greenwich Park	—	2nd	—
Keeper, Hampton Court Park	—	2nd	—
Gate-keeper in St. James', Green, Hyde, and Richmond Parks	—	2nd	—
Science and Art Department:			
Chief warehouseman in the Stores Division	—	2nd	—
Junior warehouseman in the Stores Division (A. Reserve men; maximum age, 25).	—	2nd	—
Clerk attendant in the National Art Training School	1st	—	—
Housekeeper	—	2nd	—
Fossil collector	—	2nd	—
Assistant in the Fossil Department	—	2nd	—
General assistant (Geological Survey)	—	2nd	—
Attendant (London, Edinburgh, and Dublin)	—	2nd	—
Technical and special assistant	—	2nd	—
Messenger	—	2nd	—
Porter	—	2nd	—

LIST of Situations which might be filled by Army Reserve Men and Discharged Soldiers, &c.—*continued.*

Government Employment.	Certificate of Education.		
	1st Class.	2nd Class.	3rd Class.
Office of Secretary for Scotland:			
Clerk messenger	—	2nd	—
Office-keeper	—	2nd	—
Messenger	—	2nd	—
Messenger in Edinburgh (Lord Advocate's Office)	—	2nd	—
Seamen's Registry Office:			
Office-keeper	—	2nd	—
Messenger	—	2nd	—
Porter	—	2nd	—
Lithographer	—	2nd	—
Court of Session, Scotland:			
Doorkeeper	—	2nd	—
Stationery Office:			
Messenger	—	2nd	—
Chief warehouseman in Dublin	—	2nd	—
Warehouseman in London	—	2nd	—
Supreme Court of Judicature (England):			
Usher	—	2nd	—
Court-keeper	—	2nd	—
Messenger (Central Office, Chancery Division, Queen's Bench Division, Probate, &c., Division, Admiralty Marshal's Office.	—	2nd	—
Messenger attached to the Bankruptcy Registry of the High Court.	—	2nd	—
Messenger or book porter (Principal Registry Probate Division)	—	2nd	—
Binder (Principal Registry Probate Division)	—	2nd	—
Superintendent of Shipkeepers (Admiralty Division)	—	2nd	—
Shipkeeper (Admiralty Division)	—	2nd	—
Assistant Superintendent on the staff of the Superintendent of the Royal Courts of Justice.	1st	—	—
Temporary writing clerk (Probate Division)	1st	—	—
Crown Office in Chancery:			
Messenger	—	2nd	—
Supreme Court of Judicature (Ireland):			
Messenger, Chancery and Queen's Bench Division	—	2nd	—
Office-keeper, Probate, &c. Division	—	2nd	—
Caretaker	—	2nd	—
Messenger	—	2nd	—
Crier	—	2nd	—
Housekeeper	—	2nd	—
Porter	—	2nd	—
Temporary Porter	—	2nd	—
Temporary Commissions:			
Clerk Messenger	1st	—	—
Office-keeper and other subordinate situations	—	2nd	—
Messenger	—	2nd	—
Board of Trade:			
Sub-inspectors of ships' provisions	1st	—	—
Inspectors and principal officers of districts on the Survey Staff	1st	—	—
Office-keeper	—	2nd	—
Extra messenger	—	2nd	—
Porter	—	2nd	—
Messenger	—	2nd	—
Treasury:			
Office-keeper	—	2nd	—
Superintendent of messengers attached to Parliamentary Secretary.	—	2nd	—
Messenger (including messenger to Chancellor of the Exchequer).	—	2nd	—
Binder	—	2nd	—
Clerk in Charge of liberated Africans, Sierra Leone	—	2nd	—
Office of Parliamentary Counsel:			
Office-keeper	—	2nd	—

LIST of Situations which might be filled by Army Reserve Men and Discharged Soldiers, &c.—*continued.*

Government Employment.	Certificate of Education.		
	1st Class.	2nd Class.	3rd Class.
Ulster King at Arms (Dublin) :			
Messenger (A. Reserve, and 1st period men ; maximum age, 35)	—	2nd	—
Assistant messenger or porter	—	2nd	—
War Office :			
Press-keeper (maximum age 20, but extension to 42).	—	2nd	—
Messenger in the War Office	—	2nd	—
Porter	—	2nd	—
Messenger in the Judge Advocate General's Office	—	2nd	—
Housekeeper	—	2nd	—
Army Medical Department :			
Lock Hospitals, steward and compounder	1st	—	—
Office of Woods :			
Office-keeper	—	2nd	—
Messenger (London)	—	2nd	—
Messengers in quit rent office, Dublin	—	2nd	—
Door-porter	—	2nd	—
Foreman in Windsor Park	—	2nd	—
Office of Works :			
Office-keeper	—	2nd	—
Messenger	—	2nd	—
Metropolitan Police :			
Constable	1st or	2nd	—

APPENDIX, No. 2.

PAPER handed in by Mr. *J. Randall*, 16 May 1895.

INFORMATION REQUIRED.

1. Names of men employed?	Murdoch, Parnell, Deans, Boyle, Hart, Chalklin, Pearson.
2 State what was the rank of each man on retiring from the Army or Navy?	*See* other sheet.
3. On what job, and in what capacity?	New Fort, Darland, Chatham. Various.
4. For how long so employed?	*See* detail sheet.
5. Rate of wages paid to each man employed?	5½*d.* to 8*d.* per hour.
6. Is the same rate of wages paid to retired soldiers, &c., as is paid to other workmen in the several trades, &c., and, if not, what difference is made, and why?	Yes.
7. Is the employment of these men a success from the masters' point of view? In other words, is the work they do worth what is paid for it?	Yes.
8. Do other workmen work harmoniously with retired soldiers and sailors, or, if any friction exists between them, what is the cause of it?	Yes.

INFORMATION REQUIRED.

1.	2.	3.	4.	5.	6.	7.	8.
F. B. Murdoch	Private	Clerk	18 months	5½*d.* per hour	Yes	Yes	Yes.
T. Parnell	Driver, R.H. Artillery	Carter	2 years	20*s.* per week			
R. Deans	Private	Excavator	6 weeks	5½*d.* per hour			
R. Boyle	Sapper	Carpenter	2⅜ years	8*d.* per hour			
W. Hart	A.B., Royal Navy	Excavator	2⅜ years	5½*d.* per hour			
J. Chalklin	Stoker, Royal Navy	ditto	2 years	6*d.* per hour			
F. Pearson	Gunner, R.H. Artillery	ditto	5 weeks	5½*d.* per hour			

INFORMATION REQUIRED.

1. Names of men employed?	Moyse, soldier; Coxhead, soldier; Martin, on the Reserve; Ansett, sailor.
2. State what was the rank of each man on retiring from the Army or Navy?	Moyse, bought off, six years' service; Coxhead, private, 12 years' time expired; Martin, Reserve man; Ansett, sailor, stoker, and trained man.
3. On what job, and in what capacity?	Martin, Park Schools, as labourer; Ansett, as engine driver when required.
4. For how long so employed?	Martin, nine months; Moyse, five months; Ansett, nine months; Coxhead, five months.
5. Rate of wages paid to each man employed?	Moyse, 6½*d.* per hour; Coxhead, 6½*d.* per hour; Martin, 6½*d.* per hour; Ansett, 6½*d.*, and 7*d.* when driving.
6. Is the same rate of wages paid to retired soldiers, &c., as is paid to other workmen in the several trades, &c., and, if not, what difference is made, and why?	Yes, if worth the money.
7. Is the employment of these men a success from the masters' point of view? In other words, is the work they do worth what is paid for it?	Yes.
8. Do other workmen work harmoniously with retired soldiers and sailors, or, if any friction exists between them, what is the cause of it?	There has been no friction on these works that I am aware of.

INFORMATION REQUIRED.

1. Names of men employed?	James Wells.
2. State what was the rank of each man on retiring from the Army or Navy?	Ordinary seaman, ship "Marlborough."
3. On what job, and in what capacity?	Carter-lane, City, labourer.
4. For how long so employed?	Three weeks.
5. Rate of wages paid to each man employed?	6½*d.* per hour.
6. Is the same rate of wages paid to retired soldiers, &c., as is paid to other workmen in the several trades, &c., and, if not, what difference is made, and why?	Same rate as other men.
7. Is the employment of these men a success from the masters, point of view? In other words, is the work they do worth what is paid for it.	We make no distinction.
8. Do other workmen work harmoniously with retired soldiers and sailors, or, if any friction exists between them, what is the cause of it.	Yes.

INFORMATION REQUIRED.

1. Names of men employed?	Johnson.
2. State what was the rank of each man on retiring from the Army or Navy?	——
3. On what job, and in what capacity?	Bricklayer, Royal Arsenal.
4. For how long so employed?	Two and a-half years.
5. Rate of wages paid to each man employed?	9½*d.*
6. Is the same rate of wages paid to retired soldiers, &c., as is paid to other workmen in the several trades, &c., and if, not, what difference is made, and why?	Yes.
7. Is the employment of these men a success from the masters, point of view? In other words, is the work they do worth what is paid for it?	Yes.
8. Do other workmen work harmoniously with retired soldiers and sailors, or, if any friction exists between them, what is the cause of it?	Yes.

INFORMATION REQUIRED.

1. Names of men employed?	W. T. Wise, private, A.S.C.; carpenters' labourer; 6½*d.* per hour; three years. W. Johnson, gunner, R.A.; bricklayers' labourer; 6½*d.* per hour; two and a-half years. J. G. Sanders, private, A.S.C.; bricklayers' labourer; 6½*d.* per hour; six months. J. Stovold, Royal Rifles, private; bricklayers' labourer; three years; 6½*d* per hour. J. Simmonds, gunner, R.A.; bricklayers' labourer; 6½*d.* per hour; six months. J. Cranston, A.B., Royal Navy; bricklayers' labourer; 6½*d* per hour; six months. °R. Cook, scaffolder; 7½*d.* per hour; two and a-half years. °J. Webb, excavator; 6½*d.* per hour; two and a-half years. °G. Harrison, excavator; 6½*d.* per hour; two and a-half years.
2. State what was the rank of each man on retiring from the Army or Navy?	
3. On what job, and in what capacity?	
4. For how long so employed?	
5. Rate of wages paid to each man employed?	
6. Is the same rate of wages paid to retired soldiers, &c., as is paid to other workmen in the several trades, &c., and, if not, what difference is made, and why?	Yes.
7. Is the employment of these men a success from the masters' point of view? In other words, is the work they do worth what is paid for it?	Yes.
8. Do other workmen work harmoniously with retired soldiers and sailors, or, if any friction exists between them, what is the cause of it?	Yes.

° These three refused to say what they belonged to, or what rank; but are retired soldiers.

APPENDIX, No. 3.

PAPERS handed in by the *Chairman*, 13 June 1895.

EMPLOYMENT of DISCHARGED SOLDIERS and PENSIONERS on the Public Works, Building Works Department.

REPORT of Colonel *Sale*, Superintendent of Building Works Department, War Office.

I HAVE had occasion to employ a good many soldiers, both whilst serving in the Army and after discharge, and also in conjunction with civilian labour.

My experience is that they are well suited for many positions which do not involve the exercise of steady continuous labour, but that, as a general rule, it does not pay to employ them on building-work jobs.

For caretakers, timekeepers, watchmen, storemen, warders, and such like, they are to be preferred to civilians; but when it is a question of navvy's work, concreting, bricklaying or carpentring, then the civilian who has not been in the Army is, as a rule, to be preferred.

The difference is more particularly marked, the harder and more exacting the nature of the work. For instance, it is rare to find a man from the Army who can do a genuine day's work as an excavator; an Army man has not been habituated to such labour, and cannot do what can be done easily by a man of inferior physique who has been used to such work all his life.

Of course, there are notable exceptions to the rule; there are amongst Building Works Department employés discharged soldiers who are first-rate men, equal to civilians in all respects.

The quarterly payment of pensions is a drawback to the employment of pensioners, as they are very apt to get on the drink and absent themselves from work on such occasions. If it were possible to make the payments at short intervals, it would certainly be for the good of the men themselves.

The statement made by Mr. Randall in his reply, No. 1046, though doubtless made in good faith, is not quite correct; the point has been over and over again dealt with in correspondence with the Director of Army Contracts.

Woolwich, 22 May 1895. *J. W. T. Sale.*

CITY OF MANCHESTER.

EMPLOYMENT OF RETIRED SOLDIERS AND SAILORS AND OF MEN IN THE ARMY RESERVE.

DEPARTMENT.	RETIRED SOLDIERS.		RETIRED SAILORS.		ARMY RESERVE.	REMARKS.
	Number Employed.	Nature of Employment.	Number Employed.	Nature of Employment.	Number of Men in.	
Police	191	11 inspectors 15 sergeants. 165 constables.	5	1 inspector 1 sergeant. 3 constables.	47	—
City treasurer's	None	—	None	—	—	—
City surveyor's	1	Draughtsman	None	—	—	Conduct and work good.
Waterworks	11	1 inspector 1 stoker. 9 labourers.	None	—	—	Competent men and discharge duties satisfactorily.
Cleansing	5	—	2	—	22	Competent workmen.
Gas	36	—	3	—	7	These men are employed principally as watchmen, timekeepers, store men, and routine work. For skilled work, such as main laying, &c., where judgment is needed, these men are not a success.
Sanitary	1	Attendant at underground conveniences.	1	Attendant at underground conveniences.	—	Members of Commissionaires Corps. Conduct satisfactory.
Free Libraries	3	Door porters	—	—	—	Conduct satisfactory.
Fire Brigade	2	Firemen	45	Firemen	—	My opinion is that Army Reserve men are quite unsuited for fire brigade work, and I have always been of opinion that sailors are the only fit men to be employed in a permanently employed and disciplined fire brigade.
Art Gallery	None	—	None	—	—	—
Paving, sewering and highways.	20	—	—	—	14	Fully qualified for work upon which they are engaged, and giving satisfaction.
Cemeteries	None	—	None	—	—	—
Parks	8	Porters	2	Porter	—	Fairly qualified for general porter's work.
Weights and Measures.	None	—	None	—	—	—
Steward's	6	Caretakers and door porters.	None	—	—	Well qualified for general porter's work.
Town Clerk's	1	Storeroom keeper	None	—	—	—

CITY OF LIVERPOOL.

RETURN showing the number of Retired Soldiers and Sailors employed in the various Departments of the Liverpool Corporation.

Name of Department.	Number Employed.	Description, Soldier or Sailor.	Remarks.
Corporation Surveyor -	9	8 soldiers, 2 of them being Army Reserve men ; 1 sailor.	Conduct, satisfactory.
City Engineer - - -	34	29 soldiers, 5 of them being Army Reserve men ; 5 sailors.	Satisfactory.
Water Engineer - -	27	23 soldiers, 8 of them being Army Reserve men ; 4 sailors.	Satisfactory.
Medical Officer of Health -	1	Soldier - - - - - - -	Satisfactory.
Head Constable -	302	299 soldiers, 109 of them being Army Reserve Men ; 3 sailors.	Both soldiers and sailors make good policemen.

Harcourt E. Clare,
Deputy Town Clerk.

RETIRED SOLDIERS AND SAILORS.

Dear Sir, Town Hall, Cardiff, 28 May 1895.

YOUR letter of the 30th April last was laid before the Cardiff Corporation, and I was desired to obtain the information from the officials of the Corporation. I have, therefore, pleasure in sending you, on the other side, copies of letters I have received from the Borough Engineer, the Water Engineer, and the Head Gardener, with relation thereto.

Yours, &c.
(signed) *J. L. Wheatley*,
Town Clerk.

Horace C. Dawkins, Esq.,
Committee Office, House of Commons,
Westminster, London, S.W.

Dear Sir, Cardiff, 18 May 1895.

IN compliance with the resolution passed on the 13th May last, I beg to state that the number of men employed in my department who are retired soldiers in the Army or Militia Reserve are as follows :—

Retired soldiers not on the Army Reserve - - - - - - - -	13
Retired soldiers on the Army Reserve - - - - - - - - -	4
Men in the Militia Reserve - - - - - - - - - -	2

The majority of the above men are roadmen, and I find them steady and good workmen.

Yours, &c.
(signed) *W. Harpur*,
Borough Engineer.

J. L. Wheatley, Esq.

RETIRED SOLDIERS.

Dear Sir, Cardiff, 21 May 1895.

I FIND there are eight retired soldiers in the waterworks department in Cardiff, none of them now in the Army Reserve ; six of these men are employed as labourers, one as meter inspector, and one as assistant turncock. The one employed as meter inspector is of good education and ability, the rest are generally of good character and steady workmen.

Yours, &c.
(signed) *J. A. B. Williams*,
Water Engineer.

J. L. Wheatley, Esq.

Dear Sir, Cardiff, 14 May 1895.

IN answer to your inquiry regarding the number of Army Reserve men employed in my department, I beg to state that at present there is only one. He is employed as a park-keeper, and is well qualified for the post.

I remain, &c.
(signed) *W. W. Pettigrew*,
Head Gardener.

J. L. Wheatley, Esq.

Sir, Town Hall, Belfast, 29 May 1895.

In reply to your circular letter of the 30th ultimo, I have to inform you that the police force doing duty in this city is an Imperial institution, and not under the control of the Corporation.

There are 104 retired soldiers in the employment of the corporate departments, 27 of whom are in the Army Reserve, and there are also nine sailors.

Generally speaking these men are intelligent and well conducted, but in some instances not to be depended upon for steadiness, particularly when they receive their pensions.

I am, &c.

Horace C. Dawkins, Esq., (signed) *Samuel Black*, Town Clerk *pro tem.*
Committee Office, House of Commons, London.

CITY OF GLASGOW.

Departments of the Police Commissioners.

Statement of (1) how many retired Soldiers and Sailors are at present employed by the Corporation of Glasgow as the Police Commissioners thereof, as policemen or otherwise; (2) how many of such employees are now in the Army Reserve; and (3) the opinion of the heads of the various departments as to the general qualifications of this class of men for such employment.

Departments.	Head I. Retired Soldiers.	Head I. Retired Sailors.	Head II. In Army Reserve.	Head III. Opinions of Heads of Departments.
1. Police Force	121	2	55 (also 2 in Navy Reserve.)	On the whole found generally well qualified for police duty.
2. Fire Brigade	4	1	2	Have proved quite up to the general average usefulness.
3. Sanitary Department	12	—	1	All suitable for the various employments at which they are engaged.
4. Cleansing Department	65	3	9	All are good workmen and very suitable for the work.
5. Office of Public Works	8	—	1	Good workmen.
6. Lighting Department	37	3	1	37 have "good" characters as workmen, 1 "fair," and 2 "indifferent."
7. Public Baths	3	3	—	Good bath attendants.
Totals	250	12	69 and 2 in Navy Reserve.	
	262		71	

City Chambers, Glasgow, 30 May 1895.

Dear Sir, Corporation Tramways, Renfield-street, Glasgow, 10 June 1895.

In reply to your letter of 30th April last, I have now pleasure in informing you that there are in the employment of this department 114 men who have been in the Army, and four who have been in the Navy. Thirty-three of the former are now in the Army Reserve.

With regard to general qualifications, this department has only been in operation since last July, and I have not had very much time to form an opinion. However, I may say that their conduct seems to be generally satisfactory. They are principally engaged as tramway drivers and conductors. The men who have been in the Artillery make good drivers; and others, who have not been accustomed to horses, are chiefly employed as conductors.

Horace C. Dawkins, Esq., Yours, &c.
Committee Office, House of Commons, London. (signed) *John Young*,
General Manager.

Sir, Town Clerk's Office. Sheffield, 10 June 1895.

In compliance with your letter of the 30th April last, I send you the appended list of the number of retired soldiers and sailors at present employed by the Sheffield Corporation as policemen or otherwise, showing how many of such employés are now in the Army Reserve.

The heads of the several departments employing the men report most favourably on their conduct and qualifications for the performance of their duties, with the exception of the superintendent of the cleansing department, who states that the Army pensioners under his control spend the days on which they receive their pensions, with a day or two following, in dissipation, and that for some years past he has thought it wise not to engage such pensioners.

Horace C. Dawkins, Esq., I am, &c.
Committee Office, House of Commons, London, S.W. (signed) *J. W. Pye-Smith*,
Town Clerk.

CITY OF SHEFFIELD.

RETIRED SOLDIERS OR SAILORS IN THE SERVICE OF THE CORPORATION.

	Retired Soldiers or Sailors.	In Army Reserve (included in First Column).
Police	46	13
Highway Department (as masons and labourers)	54	17
Cleansing Department (as scavengers)	7	3
Water Department (as turncocks and labourers)	7	2
Town Clerk's Department (as office porter)	1	—
TOTAL	115	35

APPENDIX, No. 4.

PAPER handed in by the *Chairman*, June 1895.

MEMORANDUM by the Postmaster General.

SINCE 1892, when the present Regulations came into force, the Post Office has been in the habit of offering all appointments as postmen or porters, for which there are no candidates among telegraph messengers or other persons in the service of the Department, to Reservists or discharged soldiers or sailors. Whilst the limits of age for others are 18 to 30, Reservists are eligible so long as they are in the Reserve, pensioners up to 45, and time-expired men up to 32.

To facilitate the employment of such discharged soldiers the War Office has instructed the various officers commanding the regimental districts to keep lists of persons thus eligible for employment; and the postmasters throughout the country have been directed on every occasion of a vacancy for a postman or porter, for which no person already in the employment of the Department has a claim, to apply to the regimental district on a prescribed form for the nomination of a discharged soldier.

Should a telegraph messenger, after his messenger service, enlist, and return to the Post Office with a good character at the expiration of his service with the colours, he would be allowed to count half his Army service as Post Office service, so as to entitle him to a higher starting pay, as well as counting towards pension.

Thus it may be briefly said that while the Department considers that persons already in its employment have the first claim upon it, all vacancies for postmen or porters, subject to this claim, are conferred on discharged soldiers or sailors.

REPORT

FROM THE

SELECT COMMITTEE

ON THE

ROYAL PATRIOTIC FUND;

TOGETHER WITH THE

PROCEEDINGS OF THE COMMITTEE,

MINUTES OF EVIDENCE,

APPENDIX, AND INDEX.

Ordered, by The House of Commons, *to be Printed,*
1 *July* 1895.

LONDON:
PRINTED FOR HER MAJESTY'S STATIONERY OFFICE,
BY EYRE AND SPOTTISWOODE,
PRINTERS TO THE QUEEN'S MOST EXCELLENT MAJESTY.

And to be purchased, either directly or through any Bookseller, from
EYRE AND SPOTTISWOODE, East Harding Street, Fleet Street, E.C.,
and 32, Abingdon Street, Westminster, S.W.; or
JOHN MENZIES & Co., 12, Hanover Street, Edinburgh, and
90, West Nile Street, Glasgow; or
HODGES, FIGGIS, & Co., Limited, 104, Grafton Street, Dublin.

347.

Royal Patriotic Fund.

Ordered,—[*Thursday*, 21*st February* 1895]:—That a Select Committee be appointed to inquire into and report on the administration and financial position of the several Funds controlled by the Commissioners of the Royal Patriotic Fund, and of such other Funds as may be administered by other bodies or persons for the relief of Widows, Orphans, and dependent Relatives of Soldiers, Sailors, and Marines.

Committee nominated—[*Friday*, 29*th March* 1895]—of—

Mr. Thomas Bayley.
Commander Bethell.
Mr. Brodrick.
Mr. Crombie.
Mr. Seale-Hayne.
Mr. T. M. Healy.
Mr. Kearley.
Mr. Luttrell.
Sir Herbert Maxwell.
Mr. Mowbray.
Colonel Wyndham Murray.
Captain Norton.
Mr. Ramsay.
Lord Edmund Talbot.
Mr. Woodall.

That the Committee have power to send for Persons, Papers, and Records.

That Five be the Quorum of the Committee.

Ordered,—[*Monday*, 1*st April* 1895]:—That the Select Committee on the Royal Patriotic Fund do consist of Seventeen Members.

That Mr. Cochrane and Mr. Egerton Allen be added to the Committee.

Ordered,—[*Wednesday*, 26*th June* 1895]:—That for the remainder of the Session all Committees have leave to sit notwithstanding any adjournment of the House.

[*Thursday*, 27*th June* 1895]:—Order (29th March), That Five be the Quorum of the Royal Patriotic Fund Committee, read, and discharged.

Ordered, That Three be the Quorum of the Committee.

REPORT - - - - - - - - - - - - - - - p. iii
PROCEEDINGS OF THE COMMITTEE - - - - - - - - - p. iv
MINUTES OF EVIDENCE - - - - - - - - - - - p. 1
APPENDIX - - - - - - - - - - - - - - - p. 153
INDEX - - - - - - - - - - - - - - - - p. 207

REPORT.

THE SELECT COMMITTEE appointed to inquire into and report on the administration and financial position of the several Funds controlled by the COMMISSIONERS OF THE ROYAL PATRIOTIC FUND, and of such other Funds as may be administered by other bodies or persons for the relief of Widows, Orphans, and dependent Relatives of Soldiers, Sailors, and Marines;—— HAVE agreed to the following REPORT:—

YOUR Committee have taken some Evidence upon the matters referred to them, but have not had sufficient time to conclude their investigation on account of the Dissolution of the present Parliament; they have, therefore, agreed to report the Evidence already taken to the House, and to recommend that a Committee on the same subject should be appointed in the next Parliament.

1 *July* 1895.

PROCEEDINGS OF THE COMMITTEE.

Monday, 8th April 1895.

MEMBERS PRESENT:

Mr. Egerton Allen.
Commander Bethell.
Mr. Brodrick.
Mr. Cochrane.
Mr. Seale-Hayne.
Mr. Mowbray.
Colonel Wyndham Murray.
Captain Norton.
Mr. Ramsay.
Lord Edmund Talbot.
Mr. Woodall.

Mr. WOODALL was called to the Chair.

[Adjourned till Friday, 3rd May, at Twelve o'clock.

Friday, 3rd May 1895.

MEMBERS PRESENT:

Mr. WOODALL in the Chair.

Mr. Egerton Allen.
Captain Norton.
Colonel Wyndham Murray.
Mr. Luttrell.
Mr. Thomas Bayley.
Mr. Kearley.
Mr. Brodrick.
Sir Herbert Maxwell.
Mr. Mowbray.
Commander Bethell.
Mr. Cochrane.
Lord Edmund Talbot.
Mr. Seale-Hayne.

Colonel *J. S. Young* was examined.

[Adjourned till Friday next, at Twelve o'clock.

Friday, 10th May 1895.

MEMBERS PRESENT:

Mr. WOODALL in the Chair.

Mr. Kearley.
Mr. Thomas Bayley.
Mr. Crombie.
Mr. Egerton Allen.
Captain Norton.
Mr. Cochrane.
Lord Edmund Talbot.
Commander Bethell.
Mr. Mowbray.
Colonel Wyndham Murray.
Mr. Seale-Hayne.
Mr. Ramsay.
Mr. Brodrick.
Sir Herbert Maxwell.

Colonel *J. S. Young* was further examined.

[Adjourned till Friday next, at Twelve o'clock.

Friday, 17th May 1895.

MEMBERS PRESENT:

Mr. WOODALL in the Chair.

Mr. Kearley.	Mr. Mowbray.
Mr. Luttrell.	Mr. Seale-Hayne.
Mr. Ramsay.	Mr. Crombie.
Captain Norton.	Mr. Cochrane.
Lord Edmund Talbot.	Sir Herbert Maxwell.
Commander Bethell.	Mr. Brodrick.
Colonel Wyndham Murray.	

Mr. *A. J. Finlaison*, C.B., was examined.

[Adjourned till Friday next, at Twelve o'clock.

Friday, 24th May 1895.

MEMBERS PRESENT:

Mr. WOODALL in the Chair.

Mr. Kearley.	Mr. Seale-Hayne.
Mr. Crombie.	Mr. T. M. Healy.
Captain Norton.	Sir Herbert Maxwell.
Mr. Thomas Bayley.	Mr. Brodrick.
Commander Bethell.	Mr. Egerton Allen.
Colonel Wyndham Murray.	

Mr. *A. J. Finlaison*, C.B., and Colonel *J. S. Young* were further examined.

Mr. *G. H. Tripp* and Mr. *W. Taylor* were examined.

[Adjourned till Friday next, at Twelve o'clock.

Friday, 31st May 1895.

MEMBERS PRESENT:

Mr. WOODALL in the Chair.

Mr. Kearley.	Lord Edmund Talbot.
Mr. Thomas Bayley.	Captain Norton.
Mr. Mowbray.	Mr. Egerton Allen.
Colonel Wyndham Murray.	Mr. Brodrick.
Commander Bethell.	Mr. T. M. Healy.
Mr. Seale-Hayne.	

In the absence of the Chairman, Mr. KEARLEY took the Chair.

Colonel *J. S. Young* was further examined.

Mr. *Cave Brown-Cave* was examined.

The Committee deliberated.

[Adjourned till Friday, 14th June.

Friday, 14*th June* 1895.

MEMBERS PRESENT:

Mr. WOODALL in the Chair.

Mr. Brodrick.	Mr. Egerton Allen.
Mr. Thomas Bayley.	Mr. Kearley.
Commander Bethell.	Mr. Mowbray.
Mr. Seale-Hayne.	Lord Edmund Talbot.
Colonel Wyndham Murray.	Mr. Cochrane.
Mr. Luttrell.	

Colonel *J. S. Young* was further examined.

Sir *Gerald FitzGerald*, K.C.B., and Mr. *G. T. Lambert* were examined.

[Adjourned till Friday next, at Twelve o'clock.

Friday, 21*st June* 1895.

MEMBERS PRESENT:

Mr. WOODALL in the Chair.

Mr. Thomas Bayley.	Mr. Luttrell.
Commander Bethell.	Mr. Brodrick.
Mr. Seale-Hayne.	Captain Norton.
Lord Edmund Talbot.	Mr. Egerton Allen.
Mr. Kearley.	

Mr. *G. T. Lambert* was further examined.

Colonel *James Gildea* and Admiral Sir *William Dowell*, K.C.B., were examined.

[Adjourned till Friday next, at Twelve o'clock.

Friday, 28*th June* 1895.

MEMBERS PRESENT:

Mr. WOODALL in the Chair.

Colonel Wyndham Murray.	Captain Norton.
Lord Edmund Talbot.	Mr. Egerton Allen.
Mr. Cochrane.	Mr. Kearley.
Mr. Seale-Hayne.	

Mr. *W. A. Moore*, Captain *G. J. Hamilton*, Colonel *T. Tully*, and Mr. *James Millington* were examined.

The Committee deliberated.

DRAFT REPORT, proposed by the *Chairman*, read the first time, as follows:—

"YOUR Committee have taken some Evidence upon the matters referred to them, but have not had sufficient time to conclude their investigation on account of the Dissolution of the present Parliament; they have, therefore, agreed to report the Evidence already taken to the House, and to recommend that a Committee on the same subject should be appointed in the next Parliament."

DRAFT REPORT, proposed by the *Chairman*, read a second time, and *agreed to*.

Ordered, To Report, together with the Minutes of Evidence, and an Appendix.

MINUTES OF EVIDENCE

LIST OF WITNESSES.

Friday, 3rd May 1895.

	PAGE
Colonel John Smith Young	1

Friday, 10th May 1895.

Colonel John Smith Young	18

Friday, 17th May 1895.

Mr. Alexander John Finlaison, C.B.	34

Friday, 24th May 1895.

Mr. Alexander John Finlaison, C.B.	46
Mr. William Taylor	48
Mr. George H. Tripp	49
Colonel John Smith Young	51

Friday, 31st May 1895.

Colonel John Smith Young	64
Mr. Thomas Cave-Browne-Cave	82

Friday, 14th June 1895.

Colonel John Smith Young	85
Sir Gerald FitzGerald, K.C.M.G.	101
Mr. George Thomas Lambert	103

Friday, 21st June 1895.

Mr. George Thomas Lambert	108
Colonel James Gildea	115
Admiral Sir William M. Dowell, K.C.B.	124

Friday, 28th June 1895.

Mr. William Arthur Moore	131
Captain George John Hamilton	133
Lieut.-Colonel Thomas Tully	138
Mr. James Millington	144

MINUTES OF EVIDENCE.

Friday, 3rd May 1895.

MEMBERS PRESENT:

Mr. Egerton Allen.
Mr. Thomas Bayley.
Commander Bethell.
Mr. Brodrick.
Mr. Cochrane.
Mr. Seale-Hayne.
Mr. Kearley.
Mr. Luttrell.
Sir Herbert Maxwell.
Mr. Mowbray.
Colonel Wyndham Murray.
Captain Norton.
Lord Edmund Talbot.
Mr. Woodall.

MR. WILLIAM WOODALL, IN THE CHAIR.

Colonel JOHN SMITH YOUNG, called in; and Examined.

Chairman.

1 YOU are Secretary to the Royal Commission of the Patriotic Fund?—I am.

2. And you have held that office since when?—Since 1887.

3. Before that time you were Assistant Commissary General?—In the Army, yes.

4. And you have had large experience in the Commissariat and Transport Staff, now known as the Army Service Corps?—I served 27 years altogether in the Commissariat and Transport Staff, and this Service embraced five campaigns.

5. You have had experience in Hong Kong, Natal, Ceylon, Abyssinia, and a number of other places?—Yes.

6. We are about to invite you to assist us in the inquiry we have been commissioned to make into the history and circumstances attending the administration of the Patriotic Fund and the different charities which have been entrusted to those Commissioners for management; are you in a position to say how far you are instructed by the Commissioners 'to co-operate with this Committee in the inquiry it is making?—Yes. The Commissioners, at a meeting held on the 9th of April, passed a resolution authorising me to give evidence on their behalf, and to facilitate the inquiry in every possible way that the Committee might desire, and with that particular object in view I have prepared a statement, drawn up as concisely as the circumstances would admit, of the whole work of the Commission, framed, first, in regard to its financial and statistical aspects; next, in regard to the conditions affecting each fund and the relief afforded through it; and finally, in regard to cost of management, with a summary at the end of the views which the Commissioners have held from time to time, which are evidenced in their reports to Her Majesty, of the position that they feel they hold to the public in relation to their trusts.

7. You favoured me with a copy of the memorandum to which you refer, and I think I

Chairman—continued.

understand that you had printed copies also prepared for distribution among the Members of the Committee?—With your permission I will now give a copy to each Member of the Committee, and I will at the same time give a copy of the latest Report of the Commissioners to Her Majesty, which was presented to the House, I understand, yesterday, and is therefore available for the use of Members, because it brings up the information in an official form to the latest date (*handing in the statement and the Report*).

8. Then you have taken the trouble to obtain advanced copies for the use of the Committee of a Report which has not yet issued from the printers to Members generally?—Yes.

9. Perhaps you will put the Committee in possession, in a few sentences, of the circumstances under which the Patriotic Fund originated?—Yes. May I, before actually going to that, take this statement and refer to the first four paragraphs, with a view to helping the Committee?

10. You can refer to them, but perhaps you will answer my question?—In paragraph 5 you will find the information which I am about to give you as to the origin of the Patriotic Fund. The Patriotic Fund was a special subscription by the public, called forth by the circumstances of the war with Russia in 1854 to 1856. Almost at the outset of it the circumstances seemed to indicate that some direction was required as to the proper means of safeguarding the contributions and their application, and Her Majesty issued a Commission, dated 7th of October 1854, which will be found *in extenso* in the Eighth Report (commencing at page 54) of the Royal Commissioners to Her Majesty; but I have here extracted in the statement the main object with which the fund was raised, in the words of the Commission, as follows: "Succouring, educating, and relieving those who, by the loss of their husbands

Chairman—continued.

husbands and parents in battle, or by death on active service in the (then) present war, are unable to maintain or support themselves."

11. The Royal Commission then gave effect to a spontaneous movement?—Absolutely spontaneous.

12. Of patriotic sympathy with the men who were serving their country with so much heroism accompanied by so much distress in the Crimea?—That is so.

13. But from the date of the Royal Commission in 1854 until 1866, am I right in supposing that there was no intervention of Parliament?—There was none.

14. The fund was administered on the responsibility of the Royal Commissioners in terms of the Commission itself?—Quite so.

15. Then you will presently give us further particulars showing what followed upon that, particularly from the date of the passing of the Patriotic Act, 1866; but now I will leave you, if you please, to describe, as you propose to do, these introductory tables in the Memorandum. I imagine that it will not be convenient to discuss these tables in detail till a later stage?—That is so. It was with that object that I rather desired to refer to them; that is to say, that I should like the Committee to understand at the outset the scheme of this paper. The intention of the first paragraph is to give, with a bird's-eye view as it were, the whole of the financial condition of the trusts that are now fulfilled by the Patriotic Fund Commissioners, showing the capital amounts up to the latest date available, the 31st December 1894 (which is practically to-day), the receipts during the year 1894, and the expenditure in 1894, in payments to widows and orphans, as separated from the payments in management and distribution of relief; and I thought it might be for the convenience of the Committee that they should have that as a table to refer to on any of the other points that might be raised throughout the inquiry. The second table is a purely statistical table. It shows the "Numbers of Widows, Orphans, and others in receipt of benefits from the various Funds administered by the Commission," as they stood at the 31st of December 1894, which is the latest date up to which one could well give the information, though I would not wish it to be understood that there are not changes constantly taking place; for instance, in the Patriotic Fund there have been, to begin with, so many deaths since the commencement of the year. Then, in paragraph 3, it is shown how the recipients of these benefits are distributed between the Navy and the Army, because as you go on I have no doubt that questions will arise as to the possible interests or particulars in regard to how the different branches of the Service are found to exist in the different funds.

16. It has always been contemplated from the first origin of the fund that the monies subscribed should be available alike for soldiers, seamen, and marines?—In the Patriotic Fund raised originally the distribution was absolutely without distinction between Navy and Army, the only conditions that governed the distribution

Chairman—continued.

were the number of widows that were furnished by the respective branches of the Service. Everyone was relieved; it was simply the question of the widows and orphans that had to be relieved that determined the proportion given to one Service or the other.

17. And that equality between the two different services has been maintained from first to last?—Till now.

18. Then you were going to speak on the 4th paragraph?—The 4th paragraph is to show at a glance that the work of the Commission, in a word, girdles the globe wherever the British flag flies. We have annuitants in Vancouver's Island and we have got them in New Zealand, and the Table shows how the distribution is according to countries. Now I will proceed to show when Parliament first intervened in the administration of the Royal Patriotic Fund.

19. Can you give us the motive for the intervention of Parliament at that time?—Yes; the motive is disclosed in the preamble to the Patriotic Fund Act of 1866, 29 and 30 Victoria, cap. 120. Certain changes appeared to have been rendered necessary in regard to the administration of the fund in bringing it more under Parliamentary control than existed apparently under the machinery of the Royal Commission. In giving expression to this the proper machinery appears to have been considered; and in the preamble it says, "Doubts have arisen respecting the power of Her Majesty to give directions concerning the application of the fund further or other than those contained in the said Commission, and respecting other matters connected with the constitution and powers of the body of Commissioners and the conduct of the business relating to the fund, and it is expedient that all ground for such doubts be removed." Then it proceeds to enact as an Act of Parliament certain directions as to the application of the fund; but that was found apparently to be too brief altogether. There were many considerations which had to be scheduled, and the Patriotic Fund Act of 1867 was passed in the following year, which will be found in the Eighth Report to Her Majesty, at page 69, together with a new departure in regard to the relation of the Crown to the Commission, and that is that Her Majesty, by the advice of her Ministers, may issue a Supplementary Commission, and that was what was done in 1867; that Act being followed by the issue by Her Majesty of a Supplementary Commission, dated the 26th of March 1868. The words of both Act and Supplementary Commission are identical in the main features, that is, laying down the limitations for the Commissioners to observe in the application of the fund; and they are as follows (you will find them in my statement): "First, in relief of widows, and maintenance, education, training, and advancement of children of soldiers, seamen and marines of our Army and Navy who lost their lives in battle in the late war with Russia, or in consequence of wounds received in or by or in consequence of other casualties sustained in or disease contracted in that war."

That

Chairman—continued.

That remained the actual limitation from that day till now of the application by the Commissioners of the Patriotic Fund, and outside of that it is not in their power to go in regard to pecuniary allowances.

20. That is to say, in the first place it limited the application of the fund to those who had suffered in the war with Russia?—And to those cases of widows who could prove by satisfactory evidence that the deaths of their husbands were due directly to service in the war with Russia; for the words are explicit that it is in or by wounds or disease contracted in that war.

21. Then, secondly, it was extended to the cases of those who suffered "in any other war?"—That, if you will notice, is limited entirely to children. That is very important to notice, and I am sure there is a great deal of public confusion on that point, and therefore I am very glad to have the opportunity of pointing out at the outset that it is limited entirely to children. The pecuniary relief that can be afforded to widows of those who served in the Russian war is entirely limited by the condition of the deaths of their husbands being proved by satisfactory evidence to have been due to service in the Russian war; "secondly, in maintenance, education, training and advancement of children of soldiers, seamen and marines of our army and navy who have lost, or should thereafter lose, their lives in battle in any other war, or in consequence of wounds received in or by or in consequence of other casualties sustained in or disease contracted in any other war," May I explain the object of that?

22. Certainly?—The object of that clause arose from the fact that at that period, 1867–8, the age limit had been attained in the case of the orphans of those who actually died in the war with Russia; that is to say that it was part of the scheme of the original application of the fund that the allowances to widows and orphans, and educational benefits of any kind whatsoever, should terminate in the case of boys at the age of 14, and in the case of girls at the age of 16. Consequently the objects for relief, if limited entirely to the Russian war, would have been absolutely exhausted with the attainment of the limits of age except in a few cases, to which you will find reference later on, of unfortunate children who were afflicted with permanent disabilities, who were provided for beyond those ages, and those who survive continue to be provided for to this day. Therefore, that second clause gave a preferential consideration to the children of those soldiers who might lose their lives in any other war. Then, "thirdly, in maintenance, education, training and advancement of children of the soldiers, seamen, and marines of our Army and Navy who had lost or should thereafter lose their lives in the service of the Crown, or by or in consequence of casualties sustained or disease contracted in the service of the Crown."

23. Not necessarily in war?—Not necessarily in war. The object of that was obvious. Everyone hopes that war will not be resorted to very often; and as this endowment through the means of the Patriotic Fund was applied partly to the permanent maintenance of the Royal Victoria Patriotic Asylum for Girls at Wandsworth Common, it was to provide that for all time there should be adequate assistance given to the daughters of soldiers who in any ordinary service lost their lives in the service of the Crown.

24. Then the next stage to which you call our attention is the passing of the Patriotic Fund Act of 1881. That was 27 years after the fund originated, and, of course, marked a considerable period in the accomplishment of the objects relating to both widows and orphans?—Certainly.

25. What was the general intention and effect of the legislation of 1881?—The Act of 1881 really marks, if I may so say, the most important epoch in the history of the Patriotic Fund Commission. Immediately on the issuing of the Act of 1867 the Commissioners were very much pressed to extend their operations in a very wide way, and certainly far wider than the original Commission; and they gave effect to an acknowledgment of that pressure by putting in a paragraph into their 8th report, which is the report that I have already referred to, as containing the Act of 1867, and the Supplementary Commission of 1868; and I should like, if it is not wearying the Committee, to read that paragraph, because it appears to be an evidence of a recurring pressure upon the Patriotic Fund Commission, and it is as true to-day as it was then.

26. What is the number of the paragraph?—Paragraph 20, page 7 of the 8th Report: "There appears to be a widely prevalent opinion that all widows and orphans of men who served in the Russian war are entitled to allowances from the Patriotic Fund, irrespective of other conditions, such as the date of marriage, service subsequent to the war, whether or not the husband was wounded or suffered serious injury whilst engaged on active service, or the date and cause of his death. And, further, an opinion appears to exist that persons who are entitled to allowances do not receive them, in consequence of a rigid and unnecessary adherence on the part of the committee to the principle that the capital must be preserved, and the interest only applied in relief. Not only are the foregoing opinions held as respects those whose husbands or fathers served in the Russian war, but, though to a less extent, a belief prevails that the widows of any other war, or even the widows of any men who may have died in the service of the Crown, have a claim on the fund. In the hope of removing these erroneous impressions we humbly request your Majesty's attention to the following extract from the original Commission defining the persons for whom the fund was intended: 'Whereas amidst the glorious successes which through the power of Almighty God have attended our arms during the present war many soldiers, sailors and marines serving in our armies and fleets have gallantly fallen in battle or by other casualties during the war; and many who shall hereafter be engaged in conflict or in the further prosecution of hostilites may also nobly sacrifice their lives in our service while protecting the invaded liberties of our ally and repressing the lawless ambition

Chairman—continued.

ambition of our enemies, and, whereas it has been represented to us that many of our loving subjects throughout our kingdom and dominions, actuated by a just sense of the sacred rights of those who fall in their country's service, and in support of our just cause of war, are anxiously desirous of testifying their loyalty and love to us and to our Throne by a just and generous benevolence towards the widows and orphans of those of our soldiers, sailors, and marines who have been so killed or may hereafter die amidst the ravages and casualties of war, and also by their gifts and subscriptions to contribute a portion of those means with which our nation has been blessed towards succouring, educating and relieving those who, by the loss of their husbands and parents in battle, or by death on active service in the present war, are unable to maintain or to support themselves.' "

27. I am asked to call your attention to a charge laid upon the Commissioners "to make full and diligent inquiry into the best mode of aiding the loyalty and benevolence" of the public. Have you the Commission before you?—Yes, it is set out in the 8th report; I know the paragraph to which you refer.

28. The particular point to which I am asked to call your attention is that one of the instructions was that the Commissioners were charged to see that the contributions were "applied according to the generous intentions of the donors thereof," and that the distribution should be "impartial and beneficent," and so on. Are we to understand from you that the Commissioners were discharging that duty in making careful and due inquiry as to the particular necessities of those who might become claimants upon the fund?—That is so.

29. That, in your opinion, the intention of the fund was that it should be limited to those who were unable to maintain or support themselves?—That is the contention.

30. And that widows and orphans have not merely as widows and orphans a claim upon the fund unless they stood in need of assistance from the Patriotic Fund?—Quite so; but in so saying I would like to say that the words of the Commissioners themselves were what I wanted to quote in illustration of that. It is this very paragraph; it is very long, but it must be taken in the whole to get at that fact which you have just now alluded to.

31. You desire to emphasise the concluding words of the passage you have already read?—Yes, "unable to maintain or to support themselves." The Commissioners go on to say in the 8th report:—"There can be no doubt that these passages apply only to those who became widows or orphans by the loss of their husbands or fathers in service during the Russian war, and did not contemplate those women who might after the termination of that war marry soldiers or sailors who had been engaged therein. Nor did the clauses under consideration refer in any way to the widows and orphans of men who might die subsequent to their service in the war, but limited it to the widows and orphans of those who had fallen in battle or by other casualties, 'or who might afterwards die amidst the ravages

Chairman—continued

and casualties' of the then 'present war.' In order, however, that the benefits of the fund might be extended as widely as possible the powers entrusted to the Commissioners have been interpreted liberally. Relief has been granted to widows and orphans not only of men who were married at the time of the war, and whose deaths did not occur until long after it had ceased, but also in some cases to the widows and orphans of men who did not marry until after the war had ended; and for several years the only condition requisite to establish a claim for an allowance was that the death of a husband or father was connected with his previous service in the war. On the 18th of March 1865, however, after the lapse of nine years, and after much consideration, the Committee deemed it necessary to establish a regulation as to the date of marriage; and a rule was made that no widow should be recognised as a widow of the war unless married prior to the 1st of January 1858. This regulation was approved of by the former Commissioners, as reported in their 6th report to your Majesty. But even now, though 13 years have elapsed since the termination of the Russian war, allowances are given to the widows and orphans of men whose deaths can be traced to their services in that war if not excluded by the above rule as to the date of marriage. And, further, assistance is given in the education of, and in providing outfits for, orphans of men who served in that war, but who are by the existing rules excluded from the ordinary allowances. The Commissioners think it their duty to explain that, on the receipt of an application for assistance, every inquiry is made of medical officers and others, including the medical departments of both army and navy to elicit the facts of the case. And with the view of ascertaining how far the death of the soldier or sailor has been connected with his service in the Russian war, all the papers, accompanied by a summary, are examined by three members of the committee at their own homes (one of those members being the present Director-General of the medical department of the navy), and their opinions severally recorded on the papers before the applications are considered by the executive committee. The committee therefore confidently assert not only that no just claim is refused, but that every consideration is shown to applicants, and frequently information obtained to help them in establishing their claims."

32. I think you remarked before proceeding to give us that quotation that the views stated therein are as true to-day as they were at the time they were written?—Exactly so.

33. But you were about to tell us something about the intervention of Parliament in 1881?—Yes. I felt it was necessary to show you those views because they have undoubtedly been mitigated by what perhaps might be considered, looking at it by the light of what occured in 1879 and 1880, the exercise of too much generosity in the application of the fund. It may not perhaps be inappropriate at this stage to call the attention of the Committee to a parliamentary paper which contains correspondence between the War Office and

Chairman—continued.

and the Royal Commissioners of the Patriotic Fund relating to the condition of the fund, which was presented to both Houses of Parliament by command of Her Majesty in July 1881. It is Parliamentary Paper [C. 2956].

34. You are speaking of correspondence between the War Office and the Commissioners which preceded the legislation of 1881?—Yes, and which, in fact, accounts for the reasons why the Patriotic Fund Act of 1881 was originated. But before referring to that I would say that that inquiry was the result of allegations then made against the Patriotic Fund Commission, that they had not sufficient assets to meet the liabilities which they had incurred; and I am sure I am facilitating the inquiry by saying that it was fully admitted in regard to one particular, namely, the establishment of a school for boys; and the Commissioners as the result of this inquiry were enabled by Parliament, as you will see in the Act of 1881, to sell the boys' school. But the Government of the day, after considering all the circumstances of the case, summed up their view of the position resulting from that too generous application of the Patriotic Fund, and the steps that should be taken in regard to the work and constitution of the Patriotic Fund Commission for the future; and on page 15 of the Correspondence that I have just alluded to, you will find this paragraph: "The question of the administration of the various funds vested in the Commissioners, and the proposal made in the letter from this office of 17th March, that any surplus of the Patriotic Fund remaining after the closing of the school" (that is the boys' school I have just alluded to) "should form the nucleus for providing in some more permanent way for the widows and children of sailors, soldiers, and marines killed in action, dying of wounds, or drowned on service, was then discussed. The deputation pointed out that the Commissioners were charged with the legal custody of several funds raised for particular objects besides the original funds, and Mr. Childers and Lord Northbrook" (Mr. Childers at the time was Secretary of State for War and Lord Northbrook was First Lord of the Admiralty) "agreed that this created a great difficulty in carrying out the suggestion that the work of the Commission might now be finally wound up. It was arranged that a Bill should be introduced into Parliament to enable the Commissioners to transfer the now disposable surplus of the original funds after disposing of the boys' school and any surplus funds remaining after the conclusion of their existing trusts to a general fund to be administered by them in conjunction with the Military and Naval Departments which should be devoted to the assistance of widows and children of soldiers, sailors, and marines killed in action, died of wounds, or drowned on service, Mr. Childers and Lord Northbrook undertaking to recommend to the Treasury that the funds should be supplemented by certain funds at their disposal for kindred objects, and, with the consent of the Treasury, to ask Parliament to appropriate such funds from time to time in aid of public subscriptions as might be necessary to secure an adequate provi-

Chairman—continued.

sion for such cases as the Commissioners, after investigation, might deem deserving of assistance. It was further considered desirable that permanent officials of the War Office, Admiralty and Treasury should be added to the Commission, for its general business and especially for the administration of funds available in this manner. The question whether the payment of the pensions to which the Commissioners are now liable should be handed over to the Military and Naval Departments, was reserved for further consideration. On learning from you that the Commissioners concurred generally in these conclusions, instructions will be given to the Parliamentary draftsman to draft a Bill to provide, (1) for the abolition of the boys' school, with power to dispose of the site and buildings; (2) for the appointment of a small governing body for the girls' school who shall be responsible to the Committee of Council for Education or the Charity Commissioners; (3) for the future constitution of the Commission; (4) to enable the Commissioners after setting apart a sum for the education of Roman Catholic girls, reduced proportionately to the original amount appropriated for the education of Roman Catholic children of both sexes, to appropriate the surplus of all their trusts, where not otherwise directed by the terms of the trust deed, to form a nucleus for a general fund to be administered by them in conjunction with the Naval and Military Departments and to be devoted to the assistance of widows and children of soldiers, sailors, and marines killed in action, dying of wounds, or drowned on service." The Patriotic Fund Act of 1881 is almost literally a repetition of the words I have used; it provided for the sale of the boys' school, and provided for a scheme for the Royal Victoria Patriotic Asylum for girls, which, in passing, I will say was cancelled by the Patriotic Fund Act of 1886, because the circumstances financially were altered entirely by the sale of the boys' school; the Commissioners, instead of being in a position of not meeting their liabilities, began to see their way to restore liabilities which they felt were due to certain classes, which I will refer to afterwards, of recipients under the original Commission; and the administration of a large institution like the Patriotic Asylum for girls, the only one almost existing, it may be said, for such a number, at any rate, is of the greatest benefit in connection with what I may call a poor fund, that is, a fund which is not subscribed by the public to such an extent as to give allowances such as the Commissioners have been accustomed to give in the Patriotic Fund and the better subscribed funds.

35. Before we leave Lord Morley's letter, he appears, in the long paragraph that you have quoted, to have contemplated the possibility that Parliament might be asked from time to time to appropriate sums in aid of public subscriptions?—Yes.

36. Was anything done in that way?—No.

37. He further contemplated that the fund should be supplemented by certain funds at the disposal of the War Office and the Admiralty for kindred objects that was done in the application

Chairman—continued.

of the Soldiers' Effects Fund?—That is so, as far as regards the army.

38. Could you tell us when those funds were made over to the Patriotic Fund?—The Soldiers' Effects Fund (as you will find on referring to page 13, paragraph 21 of the Statement) was handed over in 1884, but with retrospective effect to 1882; the object being to provide for the widows and orphans of the Egyptian Campaign, which had then just come to a close.

39. But you have told the Committee that in regard to the recommendations upon which the Admiralty and the War Office were agreed, the Act, as finally passed by Parliament, provided for the abolition of the boys' school?—Yes.

40. That it provided for a scheme for the management of the girls' school independently of the Patriotic Fund?—Quite so; it would have been placed under the Charity Commissioners.

41. But that that was rescinded by the subsequent Act of 1886?—Yes.

42. Then the other recommendations were practically given effect to by legislation?—Yes, and the most important, because it is really the declaration of policy laid down by the Government of the day for observance by the Commissioners, and what I refer to here is: "Parliament again intervened by the passing of the Patriotic Fund Act of 1881 giving effect to the policy of the legislature as to the application of any ultimate surpluses of the Patriotic Fund and other funds under the administration of the Commission."

43. It was contemplated at that time that the obligations towards those who had suffered during the Crimean War would have been satisfied?—Quite so.

44. Now we come to the intervention of Parliament once again in 1886, and the Patriotic Fund Commissioners by that time were recognised, I suppose, as a permanent body?—Quite so. May I say that the constitution was added to in accordance with the scheme of Mr. Childers and Lord Northbrook by the addition, *ex officio* as members of the Commission, of the Accountant General of the Navy and the Accountant General of the Army.

45. By the way, the nominated Commissioners, whose names are given in each of the Reports presented to Parliament, are headed by the President, His Royal Highness the Duke of Cambridge; can you inform the Committee on whose responsibility the other members were nominated from time to time?—Entirely on that of the advisers of Her Majesty. The course is generally in this way: that in regard to naval members the First Lord of the Admiralty gives such names as he thinks would add to the efficiency of the administration by the Commission, to the Secretary of State for War, and the Secretary of State for War submits these to Her Majesty and they are gazetted; and for the Army of course it is the Secretary of State for War for himself.

46. But you are calling attention to the addition of certain *ex officio* members as a new feature dating from when?—From the Act of 1881; entirely new.

47. You are speaking more particularly of the Accountants General at the War Office and at the Admiralty?—And the Secretary to the Treasury. As an effect of the passing of this Act the present Lord Welby, who was then Mr. Welby, the Secretary to the Treasury was added, and Sir Ralph Thompson, Permanent Under-Secretary of State for War, was added; and, latterly (it was in 1893), Sir Evan Macgregor, the Permanent Secretary of the Navy, was added.

48. And Sir Ralph Thompson and Sir Evan Macgregor were added by name individually, but really in recognition of their official position?—Yes, to carry out this paragraph of Lord Morley's letter which I read: "It was further considered desirable that permanent officials of the War Office, Admiralty, and Treasury should be added to the Commission."

49. But there is a distinction between the Permanent Under-Secretary at the War Office and the Accountant General, one being added by name and the other *ex officio*?—That is so. I cannot explain it, but it is so.

50. Now, shall we go a step forward to 1886. A new duty was then added to those that had previously been confided to the Commissioners?—It was felt that complete effect could not be given to a policy which indicated that Parliament could only be called upon for the help that is referred to in Lord Morley's letter, which I have just read, without power being given, which did not exist before, to the Commissioners to ask for and receive from the public subscriptions, and thus gauge the extent to which voluntary aid might provide for the casualties by war or specific disaster; and consequently the Patriotic Fund Act of 1886 was passed, which amongst other things authorised the Commissioners of the Patriotic Fund, and placed upon them the responsibility "from time to time to ask for and receive contributions from the public for such purposes, being for the benefit of the widows and children of officers and men of Her Majesty's Naval and Military Forces."

51. In illustration of that Instruction may I ask you to inform the Committee what time elapsed between the publication of the news of the disaster to the "Victoria" and the appeal by His Royal Highness to the Lord Mayor to open a fund; am I right in saying that that appeal was made on the afternoon of the same day, on the morning of which we received the news of the disaster?—Exactly so. On the 15th page of my Statement that fact is recorded, exactly as it occurred, in these words: "During the forenoon of Friday, the 23rd of June 1893, the news of the disaster which had, on the previous day befallen H.M.S. 'Victoria' off the coast of Syria, whereby the Naval Commander-in-Chief in the Mediterranean, Vice-Admiral Sir George Tryon, and 361 officers, seamen, and marines of Her Majesty's Navy, were drowned, first reached the public in the metropolis. In the evening of the same day, His Royal Highness, the President of the Commission, acting in fulfilment of the responsibility laid upon the Commission, and under the powers granted to it by the Patriotic Fund Act, 1886, viz.:—from time to time to ask and receive contributions

Chairman—continued.

tributions from the public for such purposes, being for the benefit of the widows and children of officers and men of Her Majesty's Naval and Military Forces,' addressed to the Lord Mayor of the City of London an appeal to open a fund, with the object of caring for the widows, orphans, and other relatives who had by the disaster been suddenly deprived of husbands, fathers, and sons, their stay and support."

52. Now to revert to the history of the Patriotic Fund: You are now in a position to tell us what is the particular classification of benefits which the Patriotic Fund affords, and which it has, I understand, invariably afforded throughout its history?—As I have pointed out, pecuniary allowances are limited entirely "to widows of those who died in, or by, service in the war with Russia, 1854–6." The capital amount remaining for this purpose, as you will see if you turn to the Table on the first page, is 342,910*l.* 17*s.* 2*d.*

53. That was the position at which the capital account stood at the close of 1894?—Yes.

54. Will you state to the Committee what was the amount originally subscribed to the Patriotic Fund in round figures?—Subscriptions, of course, ceased somewhere about 1860, but special donations were attracted afterwards, and a summary of subcriptions was given in the Eighth Report. I can give it from memory. It amounted to about 1,467,000*l.*, the subscriptions by the public.

55. I see that during the year 1868 the fund was augmented by a sum, which made the total amount, by the end of that year, 1,460,000*l.* odd; let us call it a million and a-half?—Yes, a million and a-half.

56. That million and a-half had shrunk by the expenditure of the fund till, at the end of 1894, it came to less than 343,000*l.*?—Yes.

57. Then you call our attention to the fact, as I understand you, that naturally the funds available for the personal assistance of the widows survivng, their purpose having been served, were practically spent; but the funds for the maintenance and education of the children you endeavoured to keep intact?—Intact. As a matter of fact, they perhaps slightly increased. But I should like, if the Committee will allow me, to just tell briefly what has been the amount that has been conveyed in relief in regard to the objects of the original Patriotic Fund; and the figures are these: Up to the end of 1879 1,375,462*l.* 17*s.* 7*d.* was paid out. From 1880 to 1894 inclusive there was 379,736*l.* 16*s.* 8*d.*, making together 1,755,199*l.* 14*s.* 3*d.* in pecuniary relief. Then in education and maintenance of children, which is the second category of relief, there was spent 46,000*l.* in purchase of nominations to Wellington College and these other schools, temporary schools at Barnet and Wandsworth (those were for children before the institutions were built at Wandsworth), 71,254*l.* 4*s.* 10*d.* For the Royal Victoria Patriotic Asylum for Boys there was spent 32,682*l.* 1*s.* 2*d.* in construction, but in 1882 it was sold for 32,000*l.*, so that practically that was wiped out, and the net balance of construction for the boys' school remains at 682*l.* 1*s.* 2*d.*; maintenance of

Chairman—continued.

boys up to the end of 1879 was 51,402*l.* 16*s.* 5*d.*, and from 1880 to 1882 8,316*l.* 18*s.* 6*d.*, making together 59,719*l.* 14*s.* 11*d.* in maintenance and education of boys. The school was then closed and sold. For the girls' school, which exists at the present time, in construction up to the end of 1879, there was spent 71,818*l.* 7*s.* 7*d.*, and from 1880 to 1894 inclusive, 6,070*l.* 0*s.* 11*d.*, making a total for construction of 77,888*l.* 8*s.* 6*d.*; for maintenance up to 1879, 165,205*l.* 13*s.* 1*d.* was paid out; and from 1880 to 1894 inclusive 88,131*l.* 7*s.* 1*d.*, making a total for maintenance of 253,337*l.* 0*s.* 2*d.* That made, for the second category, altogether 508,881*l.* 9*s.* 7*d.* I have left out, however, two items. By the Act of 1881 the Roman Catholic Orphans' (Patriotic) Fund was founded, and from 1882 up to 1894 inclusive there has been spent on that Roman Catholic Orphans' (Patriotic) Fund 20,691*l.* 3*s.* 10*d.* And, further, on behalf of orphans of officers, in education there has been spent 8,286*l.* 11*s.* 2*d.*, making a total expenditure for the objects of the Patriotic Fund, and from the Patriotic Fund alone (it does not include special funds), 2,293,058*l.* 18*s.* 10*d.*

58. That represents what?—That represents the total relief that has been paid out for the benefit of widows in pecuniary allowances, orphans in pecuniary allowances; also in maintenance and education of orphans from the Patriotic Fund from 1854 to 1894, a period of 40 years.

59. That is the gross expenditure; the grand total of your expenditure for relief in different forms?—Yes.

Sir *Herbert Maxwell.*

60. That includes the buildings?—Yes; I have separated the items for buildings.

Chairman.

61. Now, then, let us come to consider what was the general scale of rates of pecuniary allowances made to widows, and how far have they been modified, if at all, by subsequent practice?—In paragraph 9 of my statement I say: "The rates of pecuniary allowances to widows, as originally granted, and those at present in force, are as follows: Officers, widows of colonels (with corresponding ranks in the Royal Navy), 66*l.* per annum; widows of lieutenant-colonels, 53*l.* per annum; widows of majors, 46*l.* per annum; widows of captains, 37*l.* per annum; widows of lieutenants, 30*l.* per annum; widows of ensigns, 27*l.* per annum."

62. Now, may I ask you if in fixing those amounts the Commissioners took into consideration any pensions to which those officers might be entitled from Government funds?—That was so; they were fixed after very careful consideration of the compassionate allowances and pensions that the officers' families received from Government. "These allowances" (as my Note A, shows) "are in addition to the naval or military pensions enjoyed; but there are cases of widows who were not eligible to receive naval or military pensions, and to these special rates were awarded" in each case. I have not inserted them here, because they were so varying.

Chairman—continued.

They were masters of transports, civilians and others lost in the foundering of the vessels in the Black Sea during the war; grades in the Navy which had not then been rated as they are now, assistant engineers; and were not entitled to pensions and such like; and they had relatively larger allowances than those I have quoted, from a recognition of the fact that they had no other means of subsistence.

63. Was it the practice of the Commissioners to increase the allowance as old age gains upon the recipient?—It was. I may, in passing, say that there has been no change in those rates I have given up to the present time, with one little exception, and that is in regard to the advanced age allowance as we call it technically; that is to say, that when a widow attained the age of 65, she was granted an addition, if her circumstances required it; for there has always been an observance of what is regarded as the initial administrative principle of the Commission that they must be in need of assistance. If they were in need of it they got an addition of one quarter, 25 per cent.; and that has now been extended (there are very very few remaining) to those that are 60 years of age, instead of at 65 as originally.

64. Now, if we come to the case of the orphans of officers, the allowances made to them cease at what age?—Eighteen years of age for boys, and 21 for girls.

65. But in exceptional cases of permanent infirmity what has been the practice?—They were continued in the allowance that they had ordinarily; that is to say, that for the orphan of an officer ranking as a post-captain in the Navy or colonel in the Army it would have been 16*l.* a year, and that was continued to them for life. There are only six cases now remaining on the books of the fund. Without giving them in detail the original allowances were two at 12*l.* per annum, but they are now just doubled, namely, two at 24*l.*, because, as a matter of fact, they are well up in life, 40 years of age. One at 13*l.*, that is now 20*l.*; two at 16*l.* are doubled and made 32*l.*, and one that had 25*l.* is made 35*l.*; that is an epileptic male who has a slight allowance from the Government, and that is why he is a little different from the others.

66. I think you told us that in regard to the allowances made to officers it has not been felt necessary to make any change in the scale from that laid down originally to the present time?—That is so.

67. But that is not true with regard to non-commissioned officers and soldiers, and petty officers and sailors?—No.

68. Will you tell us what has been done with regard to the grades of non-commissioned officers and soldiers in the Army and their equivalent in the Navy?—Those allowances that I have just now referred to will be found as an Appendix to the Second Report, page 18. In regard to allowances for widows and children below the rank of officers, I have only put in in my statement one original rate, but in fact there were several rates, while the Commissioners were doubtful as to the extent of the fund, but they were in force for such a limited period that I would submit that they are hardly worth considering, because it was in May, 1856, that these final allowances were granted which I have put into my paper, which used to be 5*s.* a week for the widow of a drummer and trumpeter or private; 5*s.* 6*d.* a week for the widow of a corporal or bombardier; 6*s.* a week for the widow of a sergeant; 6*s.* 6*d.* a for the widow of a colour-sergeant, and 7*s.* a week for the widow of a staff non-commissioned officer.

Chairman—continued.

69. Varying these under ordinary circumtances as originally fixed from 5*s.* a week to 7*s.* a week?—Yes.

70.—And those allowances were increased at 60 years of age, were they not?—By 2*s.* a week all round.

71. At what period was the scale augmented?—The scale was augmented first in 1893.

72. An honourable Member calls attention to the fact that in dealing with officers, you suppose that they look for nothing less than an annual salary, whereas those of a lower rank are treated by weekly payment?—They were originally paid monthly, but it was found convenient, as their circumstances altered so very much more rapidly than those of officers, to make the scale a weekly scale rather than an annual scale, and the payments to officers were always made half-yearly. It was rather the following out the system of our own Army pensions than anything else.

Sir *Herbert Maxwell.*

73. But that is a daily amount?—Yes, for soldiers, but the scales for officers' widows are annual.

Mr. *Kearley.*

74. The dependent relatives and widows are paid quarterly now in advance, are they not?—Yes, they have been since 1882.

Chairman.

75. By what amount did the Commissioners find themselves able to augment the weekly allowance?—The augmentation took the form of carrying out a distinct policy, that was of helping those who were no longer able to work; for the original principle upon which allowances were granted was distinctly the recognition that those who were able to do something for themselves should do something for themselves; they were never calculated on the idea that they maintained a widow entirely; and I should like to put in just now for the information of the Committee the actual rules for the allowances of widows as they were in 1856, which, I believe (I cannot say it absolutely), were drawn up by Lord St. Leonards, the Lord Chancellor, then the Chairman, and which enunciate the principles concretely that I have just referred to. It says here: "If when capable of service she remains idle and will not go to service or assist to maintain herself she will be struck off the books of the fund; it is not intended that widows shall live in idleness on the fund." That gives utterance better than I can to the view with which the Commissioners from the very first dealt with the question. These instructions were issued in 1855, or 1856 at the very latest, to all the officers who paid the allowances; for in those days the staff officers of pensioners paid the allowances; the whole machinery of the

Chairman—continued.

the military system was at our disposal in those days.

76. I think I understood you at an earlier stage to say that that was the fundamental principle to which the Commissioners have steadily adhered all through their subsequent history?—Yes; until the widows got aged and were no longer able to do anything for their own maintenance.

77. You do not regard that as any deviation from the principle?—No; on the contrary, it is a recognition of the original principle, because we recognise an age at which they are no longer able to maintain and support themselves, and, therefore, we increase their allowances considerably in their old age.

78. I will not trouble you to explain further what has been done with regard to the orphans of non-commissioned and petty officers, soldiers, and sailors who were afflicted with permanent infirmity, but they were treated on the same principle as you have already described in the case of officers?—As a matter of fact, they took advance of the officers, and were first dealt with, and it was following the lines of the non-commissioned officers that the officers' cases were dealt with afterwards, doubling the allowance where we could double it.

79. Now we come to another branch, so to speak, of the work of the Commission, as to the course which they took in providing for the maintenance and education of orphans, the funds you have spoken of as in the second category?—Yes, that is giving effect to those two clauses which gave an extension of the benefits of maintenance and education to orphans of other wars besides those of the Russian War; in fact, to any cases of orphans of men who died by their service.

80. You called our attention to the fact that the Endowment Fund of the Royal Victoria Patriotic Asylum stood at the end of last year at 157,766*l.*; it would be, perhaps, convenient if you were to explain to us now the policy of the Commissioners in regard to the establishment of those two schools; in the first place, they provided for the erection endowment maintenance, and so on, of a large school for boys and a separate one for girls?—Yes, the original intention was limited to girls; it was from the very outset one of the forms which the Commissioners felt would be an appropriate way of commemorating the immensity of the Patriotic Fund subscription by affording a permanent memorial, to use their own words, of the national generosity, and it was limited entirely to the Asylum for Girls. I alluded a little while ago to the fact that possibly from pressure put upon them the Commissioners launched out into expenditure after 1867, which brought them under the ban of public censure in 1879 and 1880, and it was generally admitted that the extension of the application of the fund to the erection of a boys' school was the cause of that; and consequently the boys' school was put an end to.

81. Then may we take it that a school for boys was built and established, and the idea being afterwards abandoned the premises were disposed of, and the money gained by the sale of it was added to the general capital account?—It actually formed the foundation of the Roman Catholic Orphans Fund.

Chairman—continued.

82. The Royal Patriotic Asylum was intended, as we are told, for children of all creeds; but it was found impossible to provide in the same institution for those holding the Roman Catholic faith?—Yes.

83. At what time, then, was it found expedient to set apart, I suppose, a certain *pro rata* sum for the maintenance exclusively of the Roman Catholic children?—Well, it was originally intended that the Royal Victoria Patriotic Asylum should provide for all creeds, but you will find in and from the second report correspondence which shows that circumstances arose which rendered it desirable to provide in some way or another for those of the Roman Catholic faith separately. Although the Roman Catholic Orphans Fund was not started till 1882 as a separate fund, provision was made for Roman Catholic orphans outside of the Royal Victoria Patriotic Asylum in consequence of what I have referred to. Contentions were raised of various descriptions against their maintenance in the Royal Victoria Patriotic Asylum, and they were provided for out of the Patriotic Fund in Roman Catholic orphanages throughout the country, and that system obtains to this day. In regard to the Royal Catholic Orphans Fund it is entirely a liquid fund so to speak—not appropriated to the endowment of any institution, but the income of it is applied to payments for orphans in institutions dotted throughout the United Kingdom.

84. But for the convenience of account in 1882 the *pro rata* amount to them in regard to their numbers was separately allocated?—Separately allocated as the result of a sub-committee that went into the matter in relation to the number that the Roman Catholics bore in the services to the total amount of the services.

85. And the equity of that arrangement has been generally accepted, I imagine?—Generally accepted.

86. In your memorandum you call attention to certain capital sums that were paid out of the General Patriotic Fund to secure nominations in perpetuity in certain institutions?—Yes.

87. Those sums amounting in all to 43,000*l.*?—Yes.

88. Is there anything you would like to tell us about the Royal Victoria Patriotic Asylum?—You were asking me a little while ago as to how the Victoria Patriotic Asylum originated, and I will answer the question in the words of the report; it is on the first page of the 2nd Report.

89. By the way, was it at all times the practice of the Commissioners to publish an annual report?—No; there was a period apparently when they allowed some years to elapse without a report; latterly there has been one every year.

90. Of recent years the report has been annual?—I can answer for it that from 1881 it has been so. Owing to that inquiry that I referred to, in 1879–1880, you will find that the 19th report embraces perhaps two or three years.

Mr. *Kearley.*

91. You present your Annual Report now by Order of Parliament, do you not?—I would not like to say that. We present our report to Her Majesty, and the Secretary of State takes Her Majesty's commands, as I understand it, and presents them to both Houses of Parliament. We do not.

Chairman.

92. I find that the first and second reports were presented in 1857 and 1858-9, the third in 1863, the fourth in 1864, the fifth in 1865, and then there appears to have been two reports as to which there is no record of their having been presented to Parliament; the eighth report comes in 1870. Now, you are quoting from the second report, which is not necessarily the report of the second year?—No; the second report is dated 1858, and the Commission was founded on the 7th October 1854. The passage I wish to quote is this:—"We also considered it in accordance with our instructions from your Majesty to make a further provision for the objects of our care in such a manner as would confer permanent benefit on the two services. We therefore decided to establish and endow an institution for the education of 300 daughters of soldiers, sailors, and marines. Your Majesty was graciously pleased to mark your approbation of this arrangement by laying the first stone of the Royal Victoria Patriotic Asylum." This was the origin of the Royal Victoria Patriotic Asylum, and the Commissioners appropriated securities to furnish an endowment fund of 140,000*l.*, which it was estimated would be sufficient to maintain 300 girls.

93. But perhaps you will just explain some of the principles upon which the school for girls has been conducted with regard to the recognition of the different faiths of the children who are placed under disadvantages. I suppose children of all creeds are eligible; they are instructed in the tenets of the Established Church?—They are, but that is not because there is any exclusion of any other faith; we have done our best in regard to other branches of religion, but we cannot manufacture girls belonging to these others; and though we have given distinct encouragement to one particular body, the Wesleyans, and drew up special regulations for their religious instruction, and I was in communication with a clergyman who represents the interests of the Navy and Army, on the Wesleyan organisation we have not been able to get one in.

94. You have not had any practical difficulty, then, on that score?—None whatever.

95. And no necessity for anything like a Conscience Clause?—We have the Conscience Clause of course in connection with the school, because the school as a school is under the Elementary Education Act, and therefore we must observe the Conscience Clause.

96. I was just coming to that point; is it inspected then by the officers of the Education Department?—It is.

97. And the reports of those inspectors are incorporated in the reports of the Commissioners for the Patriotic Fund?—In our reports regularly they are put in every year *in extenso* in the body of the report, the actual words of the Education Department's Inspector.

Chairman—continued.

98. Then they earn the grants of the department?—They earn the grants.

99. Which go in aid of the expenses?—They go in aid of the expenses of the institution.

100. Then when you quote the average cost at 19*l.* 14*s.* 8*d.*, exclusive of charges for maintenance of buildings, that is probable for clothing and food and maintenance generally?—It is for maintenance of every description. In the report, copies of which I have handed round to honourable members, which was presented to Parliament yesterday, the headings of the account will show the items; it is on page 51 of the 33rd report. The expenditure, as you will see, is made up of provisions, water (that is, the water rates that we pay to the company), fuel, light, laundry, stores, etc., in fact, it is everything except what you will find in the separate account for building and land maintenance.

101. But in addition to your general income from investments you derive some assistance from the Greenwich Hospital Fund?—Yes.

102. And such grants as it can earn from the Education Department?—Yes, the grants from the Greenwich Hospital Fund are in payment at the rate of 20*l.* per annum, for girls nominated by the Admiralty.

103. Am I right in saying that in no other respect have you any control over the funds from Greenwich Hospital?—We have none whatever.

104. Is there anything else you would like to say with regard to the Royal Victoria Patriotic Asylum before we have that?—Nothing, except to say this, that if the Committee would like to visit the institution, or make a surprise visit, I am sure the Commissioners would welcome it; they have nothing to fear; they believe that it is conducted with the greatest success. The girls are educated up to the sixth standard of education, and are then trained specially for domestic service, and placed out in domestic service if the mothers consent.

105. Now then, perhaps you will be able to tell us, is there any system of oversight or record as to the career of the girls after they have left the asylum?—Yes, we affiliate every girl that is placed out in service to the Girls' Friendly Society, of which the associate for the purposes of our girls is one of the ladies who is a member of the committee of management of the Royal Victoria Patriotic Asylum, Lady Montague Pollock; and we follow girls while they are in service, and we also retain a hold over those that render satisfactory service by a system of rewards for retention of their first situation; that is to say, we give them 2*l.* reward if they keep their first situation two years; if they remain in it four years, we give them another 2*l.*; and if they remain in it six years, we give them another 2*l.*

106. I do not want to trouble you for details, but are you able to assure the Committee that the careers generally of the girls when they leave the asylum is so satisfactory that they reflect credit on the management of the institution?—Certainly. I feel I am quite within the mark

Chairman—continued.

mark in claiming for the institution that it has rendered immense service in regard to the girls that have been trained in it.

107. Are you aware that there has ever been any adverse criticism upon that particular point?—Certainly. The Reports of the Commissioners of former years undoubtedly contained records of circumstances which no one regretted more than the Commissioners themselves, resulting from the personal inefficiency of those who were entrusted with the management of the institution; or, perhaps, it may be held from some points of view in the system of management, but I can only say that from the time that I have been personally connected with it the record, I think, has been of a character to distinctly sustain its credit as a first-rate institution. I am not wishing to claim it as anything connected with myself personally; it was due to those who managed it; before I came it had taken a good turn.

108. Are you able to tell us anything of a similar nature with reference to the Roman Catholic orphans who were confided by you to institutions under private management?—Of course, the assistance that we afford to those of the Roman Catholic faith is of an entirely different character. We pay for their maintenance in these different orphanages. These different orphanages have been visited from time to time by members of the Committee. The one at Norwood is continually visited by a member of the Committee, because it is close at hand; but the St. Clare's Orphanage, though it is very distant, namely, in Dublin, has been the recipient of our girls for quite 30 years, and the results obtained in the girls being placed out are very satisfactory. You will notice that it has been our endeavour, and it is distinctly an advantage, to get orphanages in different parts of the country.

109. One is at Norwood, and one at Torquay?—And one in Scotland.

Mr. *Cochrane.*

110. Where is there one in Scotland?—Girvan; St. Joseph's Convent, Girvan.

Chairman.

111. The income from the fund allocated for this purpose is adequate, is it?—Of course it would be bad financial management to exceed the income; but we could do with a very much larger amount.

112. As a matter of fact, are there Roman Catholic orphan applicants who are entitled to assistance, whom you have to neglect?—Not to neglect, but we cannot take them in immediately. We have always a large waiting list.

113. And is that true also of Protestant children?—Yes; but, of course, in their case we deplete the list much more frequently owing to our having 300 girls in the institution in the one case, and in the other case the numbers amount to 71.

114. Now, we may approach, I suppose, the consideration of the different funds that have been entrusted to the administration of the Patriotic Fund Commissioners which are external to the original fund proper. First of all there is the small sum which now amounts to 591*l.* 11*s.* 2*d.*, which was a bequest from two brothers, was it not, the Thurlow Fund?—A gift; I believe they are both alive still.

Chairman—continued.

115. That represents a gift in 1884 of 500*l.* from Major Edward H. Thurlow and Captain Ernest H. Thurlow?—Yes.

116. That sum was intended to supplement, I suppose, grants in aid of the instruction of girls?—Yes. I have the actual letter of the brothers Thurlow if I may read it?

117. If it is not too long?—No, it is a very short one. It was purely a gift, almost without any conditions at all I may say: "In reply to your letter of the 2nd inst. stating that the recommendation of the Committee of the Royal Victoria Patriotic Asylum is that our donation of 500*l.* should be preserved as an Endowment Fund, we beg to state that we quite approve of the money being applied for that purpose, and that the interest should be used from time to time for the benefit of deserving girls, beyond what the present regulations admit of." That condition has been very difficult to carry out, for the simple reason that the financial condition of the asylum has been so good of late years that it has quite sufficed for all the ordinary wants of the girls.

118. Are you not rather qualifying the statement you made just now, that the funds were not quite sufficient to enable you to meet the cases of all the applicants whom you desired to assist?—That was as to the Roman Catholic Orphanage Fund. In answer to your question whether any were neglected I said no, but that we could not take them in immediately.

119. I suppose this fund was intended as a sort of outfit for girls?—It has been interpreted as applying to cases which we not very frequently, but sometimes, have of girls who develop ill-health while they are in the institution, and who cannot go into service, and we assist them by donations.

120. But as a matter of fact there has been so little use made of the fund that that which stood in 1884 at 500*l.*, ten years later is 591*l.*?—That is so.

121. Then we may pass that. Now we come to the Rodriquez Fund, money that came under the will of Don Francisco Rodriquez, who died in April 1857, and left his property to be applied to the relief of "families of English subjects wounded or dying in the wars"; that is so, I think?—Yes.

122. And the Commissioners at the request of the Government undertook the administration of it?—That is so.

123. Will you tell the Committee what was the first instalment paid over in the year 1864?—In 1864: 1,766*l.* 13*s.* 4*d.*, but from the very outset there appears to have been difficulties as to the application of the bequest, and you will see that it was not till 1866 that the remainder of the bequest was received, partly owing to these difficulties; and the whole was invested in the purchase of 7,380*l.* 16*s.* 4*d.* consols.

124. It stands at nearly double that amount by this time, I see?—It does. There is one provision in the will which has been a standing difficulty in its application. It is a strict injunction.

Chairman—continued.

It is a long document; it will be found printed in the 4th Report, page 19. Owing to the strict injunction in the will that "no one shall profit but such as are really indigent and necessitous," the application of the fund has been very much limited, with the result that the Fund has gone on increasing, and now amounts to 14,771*l.* 6*s.* 8*d.* The Commissioners held that no one could profit by it who had any pension or allowance of any kind from the Government.

Mr. *Kearley.*

125. That was the definition by the Patriotic Fund Commissioners?—That was the definition by the Patriotic Fund Commissioners.

Chairman.

126. Going much beyond the interpretation of the necessity laid down by the Commissioners themselves?—You mean in regard to the Patriotic Fund? Yes; it is undoubtedly so; they themselves admitted it in the passage that I referred to in the 4th Report.

127. According to the legislation of 1867 and the Supplementary Commission that arose out of it in the following year, authority was given for a new interpretation of the objects to which the fund might be applied?—Yes, in the words of the Act, which were "for the like purposes as the Patriotic Fund." That enabled the fund to be applied more widely than previously in the education and advancement of children; but even with this extension of application, the limitation by the testator of his bequest to "such as are really indigent and necessitous" only, has continued to cause the capital of the fund to increase yearly still.

128. Then it was not till 1881 that the fund was practically absorbed and placed under the same conditions as apply to the Patriotic Fund generally?—Or rather directed to be absorbed, because it is part of a scheme for the application of the surpluses of all funds administered by the Commission; that is the feature of the Act of 1881, to which I alluded.

129. Perhaps you will explain to the Committee what has been the general financial treatment of this fund; they are taken in separate accounts, although they are available for one common purpose?—"A like purpose." That has been interpreted, not that it should be applied to increasing the allowances of the Patriotic Fund Widows, but for like purposes to those which were defined in the Act, partly for the maintenance and education of children.

130. Then, for example, the Rodriquez Fund is in practice applied in what way that is not met by the Patriotic Fund?—Well, those are eligible for the Rodriquez Fund whose husbands died from other war services than the Russian War Service.

131. Will you explain how it has happened that this continual addition to the income has taken place so that it has doubled up to the present time the sum standing in the name of the Rodriquez Fund; how it has happened that that has gone on so accumulating, while at the same time the Commissioners have felt that the money available for Roman Catholic Orphans

Chairman—continued.

was not sufficient; Don Francisco Rodriquez was presumably a Catholic?—The first limitation placed by Don Rodriquez is that they should have died in war; we have hardly any on the Roman Catholic list who would come under that condition. Our last war was the 1885 war of Egypt.

Mr. *Kearley.*

132. May I ask where the will of Don Francisco Rodriquez is?—You will find it at Appendix D, of the Fourth Report.

Chairman.

133. There is no limitation in the will of the Fund to the purposes of assisting children of any particular creed?—None; and the question of religion never turns up.

134. Then will you please tell the Committee what was the course taken in 1881, under the Patriotic Fund Act of that year, in regard to this particular Fund?—The effect of that is briefly to hold it up for the fulfilment of the policy of the Government that was expressed in the Act of 1881, and amalgamating this fund with the surpluses, whenever it was thought fit and right to do so, of the special funds and the Patriotic Fund proper.

135. Then during the year 1894, what were the grants made from that Fund?—The grants varied from 10*l.* to 30*l.*, and in my table, at Paragraph 2, I show that the recipients of those were one widow, two other dependents, and five orphans for educational allowances.

136. Have you got the total amounts?—Yes; the amount expended was 156*l.* 5*s.* 6*d.* in 1894.

137. And those took the form of donations, not annual allowances?—Exactly.

138. Were the gratuities given to adults or to children?—In the majority of cases it was as I show in the tables, No. 2, to five orphans.

Mr. *Kearley.*

139. Educational allowances? — Educational allowances; that is in fact in fulfilment of the extension of the Fund which was sanctioned by the Patriotic Fund Act of 1867, which allowed it to be applied for like purposes as the Patriotic Fund.

140. Then the Patriotic Commission do regard it that in the case of this particular fund they have some right to go beyond the will of Don Francisco Rodriquez?—Subject to the limitations that are expressed here.

141. But you do regard it that you have the right to go beyond the expressions of the will, subject to certain limitations?—And subject to the cardinal one that they must be indigent and necessitous.

142. And this particular payment of the education allowance of five children took place outside the provisions of the will?—I would not say actually outside, but rather that they were taking a more liberal interpretation than could be placed upon them in the first instance, but not outside.

Chairman.

143. Are you able to say that there have been no cases really of indigent and necessitous persons brought under the notice of the Commissioners

in

Chairman—continued.

in aid of whom this money might have been applied?—I am quite able to say that; we should be only too delighted if we could get cases; but cases do not come to us.

144. The double qualification that they should be relatives "of English subjects wounded or dying in the wars," and that they should be "really indigent and necessitous" is attended with insuperable difficulty?—That has been the direct result of these limitations.

145. But I take it now that you look forward, under these broader conditions which Parliament has sanctioned, to being able to make that fund more useful in the future?—With the other funds.

146. By treating them as unexpended funds which may be amalgamated?—For the general purposes of widows, orphans, and other relatives of sailors, soldiers, and marines.

Mr. *Brodrick.*

147. Could you furnish us with a list of applications rejected by the Commissioners; to my knowledge there are scores of necessitous and indigent cases which have had to be refused by the War Office, and for which this money was available, but has not been applied; and I should like a list of rejected cases over a moderate period of years; would the records enable us to have the cases from 1871?—It would involve a very great deal of labour.

148. A Return was furnished to Parliament of all the widows and orphans of officers and soldiers who had been refused relief by the Commissioners of the Patriotic Fund since the 10th of August, 1866, with the reasons; that was furnished in 1871; now, my question is this: would the records of the Commission enable you to furnish us with a list continuing that Return from 1871 up to the present day?—Certainly; there could be no difficulty in furnishing that, except the difficulty of a limited staff. Perhaps you can give me the number of the Return to which you have referred.

149. No. 107?—The Commissioners gave that Return, but they were obliged to say at the time that it almost crippled the office, and we have a more limited office than we had then; it is a great labour to go back a number of years and furnish Returns of that kind. I admit it can be perfectly well done, but it is a question simply of labour.

Mr. *Kearley.*

150. May I remind you that that Return was made at a month's notice?—They had a much larger staff then than I have now.

Chairman.

151. An honourable Member wishes to know whether there has been any interpretation of "English subjects," as specified in this fund; do they include men serving in the Native Indian Army?—I could not very well, I think, without looking to the detail of the cases which have received relief, say whether those of the Indian Army are excluded; but I can say that a widow who has an allowance just now got it on account of the death of her husband by service in the Afghan war.

Mr. *Seale-Hayne.*

152. I want to know whether the term "English subjects" is interpreted as meaning English by nationality or merely subjects which would include all the forces of the Crown in the Indian Army and the Maltese force, and various other forces of that kind; I want to know whether the widow of any soldier wounded or dying in war in those services has been admitted to it or not?—I cannot say without referring to records whether they have or have not, but I am perfectly certain I can affirm that they would not be excluded. Certainly any of those you mention would not, because they are English subjects; whoever are subjects of the Crown, whatever nationality they may be, would be included.

153. You told us just now, as a reason why that there has been so little application of this fund, that there have been no applicants for relief under it?—That is so.

154. I presume it is hardly known in the services generally that there is this fund applicable for relief?—That is undoubtedly one of the difficulties that the Patriotic Fund Commission labours under, that its benefits are not known in these smaller funds perhaps so well as one would desire.

Chairman.

155. Now the case of the Zervudachi Fund, named after Sir Constantine Zervudachi, K.C.M.G., a Greek merchant of Alexandria, and who in 1883 presented to the Crown a donation of 1,300*l.*; was there any limitation or definition of the purposes for which that fund was to be applied?—No, there was absolutely no condition of any kind attached to it. It was a personal gift from Sir Constantine to his Royal Highness the Duke, but it did not even specify anything further than that it should be intended as a recognition of the benefits which he felt he had received from the English in Egypt; but there were no conditions of any kind at all attached to it.

156. The first intention of the Commissioners was to apply that fund how?—For the benefit of the widows and orphans of those who lost their lives in Egypt.

157. But in the following year another fund was available for that purpose; what has been done with the Zervudachi Fund?—In the following year the "Soldiers' Effect" Fund was transferred to us, and that more than sufficed for the needs of those who fell in Egypt or any of the other wars that have occurred since, or active operations, such as those in Burmah; and the Zervudachi Fund had by a process of bookkeeping got into the Patriotic Fund proper, and it was taken out of that and made a separate account; and the Commissioners at the time were considering what they should do in relation to the surpluses of the various funds as referred to in the Schedule to the Act of 1881; and as that could not be adequately dealt with at the moment, because they were following out a policy of increasing the benefits of the recipients in their old age who were on the special fund, they directed that the Zervudachi Fund should be carried to a separate account and form ulti-

Chairman—continued.

mately a part of the General Fund to be formed by the surpluses of these various special funds, and that if in the meantime any case should come up of any widow applying for assistance whose husband lost his life in a war in connection with which no special fund had been raised by the public, such a widow might be placed upon the fund.

158. But are we to understand that at the time of which we are now speaking such a widow would go without relief were it not for this fund?—That is practically as it happens; our own records show hardly a war but what there has been some fund. As a matter of fact, we have got one widow of the Abyssinian Expedition, in respect of which no war fund was raised, and she has been put on it.

159. Have you anything further you would like to say to the Committee with reference to that fund?—No. I explain these circumstances to account for why it was that it is left to accumulate. It was the result of a distinct conforming, as the Commissioners felt it to be, with the policy laid upon them by the Act of 1881.

160. The amount of the donation which in 1883 was 1,300*l.* has now increased till it stands at 1,783*l.*?—That is so.

161. But the Commissioners have laid down a scale of allowances from the fund for such cases as seem to come under it?—Quite so; it was necessary to do that to enable any case to be entertained by the Executive Committee, because, of course, the scheme of organisation of the Patriotic Fund Commission is that the Executive Committee deals with all the applications for relief in accordance with the Orders and Regulations of the Commissioners.

Mr. *Kearley.*

162. Do we understand that out of this fund not a penny either of principal or of interest has been spent?—That is so.

Chairman.

163. Now we will proceed to the "Captain" Fund; H.M.S. "Captain" was lost in 1870?—Yes, the night of the 6th September 1870. It was on the occasion of the loss of the ship in the Bay of Biscay, in connection with which a committee of naval officers formed at Portsmouth raised the fund at a public meeting on the 13th September, 1870; but it was not till April, 1871, that any action was taken so far as bringing the Patriotic Fund Commissioners into relation with the "Captain" Fund was concerned.

164. The Committee had previously made the disbursements on their own responsibility?—They had made their disbursements on their own responsibility, and they dealt with one class of claimants definitively before the transfer of the balance of the fund to the Patriotic Fund Commissioners; that was the cases of the officers' families.

165. They made permanent provision for the families of the officers?—Yes.

166. And then they handed the surplus over?—Handed the balance to the Patriotic Fund Commissioners in two sums: "34,000*l.* to secure permanent allowances to "widows and children of petty and non-commissioned officers, seamen, and marines, under the same rules and on the same scale as in force for the Patriotic Fund, and 5,000*l.* in relief, calculated for short periods, of relatives other than widows and children of petty and non-commissioned officers, seamen, and marines."

Chairman—continued.

167. Now, was that fund augmented by any contributions from the Admiralty?—Yes, the Admiralty, in accordance with its then practice, handed over the gratuities which were awarded, generally speaking, of 12 months' pay; I believe, in the "Captain" Fund case, the whole was 12 months, because the whole were lost except very few people; but their practice is to give sometimes three months, sometimes four, up to a maximum of 12 months' pay of the men lost.

168. But has it been the practice of the Admiralty to hand over for administration by the Patriotic Fund Commissioners the gratuities awarded?—That was done in the "Captain" Fund. and accounted for in our Report presented with Appendices.

169. My question was, was it the ordinary practice?—It was not so in the "Victoria" Fund.

170. The Admiralty reserved the distribution of their own fund to their own officers?—In regard to these gratuities which I was referring to here, you could hardly call it distribution. They make the payment in a lump sum; they do not distribute it.

171. But they make it direct rather than through other Commissioners?—They do, but the practice was, in this "Captain" Fund, with and by the advice of a Naval Committee, to deal it out so far as it would go under the same rules and on the same scale as in force for the Patriotic Fund.

172. The sum in 1871 was 39,000*l.*, which was handed over to the Commissioners; it now stands at 32,064*l.*?—Yes.

173. Is there anything else you wish to say on this fund?—The application of any ultimate surplus after providing for the specific trusts under the deed will be governed by the policy indicated by the Legislature in Section 4 of the Patriotic Fund Act, 1881.

174. The provisions common to all surpluses?—Yes.

175. You have, in fact, already told us that the claims of widows and orphans of officers had been dealt with before the funds were handed over to the Patriotic Commissioners?—Yes.

176. With regard to other widows; what was the general scheme of treatment for them?—The Committee which arranged the details of the transfer of the balance of the fund to the Patriotic Fund Commissioners accepted absolutely the scale of allowances and the rules in force of the Patriotic Fund widows; and you will observe that the allowances "Ordinary" and "After 60 years of age" have followed exactly the scale that I have in the previous paragraphs shown were given for the Patriotic Fund, and similarly the fund being in a very good financial condition they followed the Patriotic Fund widows in the increases which I have alluded to which were given to the Patriotic Fund widows.

177. At

Chairman—continued.

177. At the present time varying, under ordinary circumstances, from 6*s.* to 8*s.* a week?—That is so.

178. Augmented, after 60 years of age, to from 8*s.* to 10*s.*; after 70 years of age, to from 9*s.* to 11*s.* per week?—That is so.

179. Do any children now remain on the fund?—None.

180. Of course the "Captain" was lost in 1870, and dating 16 years from that as the extreme limit for girls, and as the boys went off at 14, that made them cease altogether in 1886?—Yes.

181. Now we come to the "Eurydice" Fund; will you state when the "Eurydice" was lost?—It was lost on the 24th March 1878, off the Isle of Wight.

182. Two lives only being saved?—Yes. A squall came on and she went down.

183. A committee was formed on the 27th of March following, and certain resolutions were adopted at a meeting held on the 10th of April at Portsmouth?—Yes.

184. One of the resolutions requesting the Patriotic Fund Commissioners to undertake the administration of the fund?—Yes.

185. What was the date of the deed of trust?—The 19th of November 1878.

186. By that deed of trust what amount was transferred?—A specific sum of 19,000*l.* was transferred to the Commissioners to secure the payment of allowances to the widows and orphans of officers, petty officers, seamen and marines, and of the Royal Engineers specified in the schedule of the deed, "on the same principle as the scheme adopted by the 'Captain' Relief Fund." As a matter of fact, they actually followed in the steps of the "Captain" Fund Committee, and that accounts for, as you will notice, how very early the date they applied to us was. The ship was lost on the 24th of March, and the meeting was held on the 10th of April, at which the resolutions were passed asking us to undertake the administration of the fund.

187. But on the "Captain" Fund there was no occasion to provide for the families?—No, they departed from that; they adopted the Patriotic Fund scale for the officers as well as for the non-commissioned officers in the "Eurydice" fund. By that time I think I may say it was found that the principle of paying lump sums to widows and orphans did not really secure the results that were hoped. They had a habit of disappearing, and relief was applied for again.

188. May we take it that the general treatment of widows and children of officers and men followed the table of the Patriotic Fund?—Exactly so. You will find that these allowances are exactly the same as the Patriotic Fund for officers, as well as those below the rank of officers.

189. The "Captain" grants were made to relatives other than widows and orphans?—Calculated for short periods; that was following the same principle also as the "Captain" Fund; certain sums were allocated by the Committee to certain relatives to be issued in allowances till the sum was run out; but it was specially laid down what they were to receive.

Chairman—continued.

190. In the case of the fund for the "Eurydice," as is in regard to those entitled to relief from the "Captain" fund, the children are now past the limits of age?—Yes.

191. Now, reverting for a moment to the "Captain" Fund, will you explain to the Committee the movement out of which grew the general fund which became known as the Royal Naval Relief Fund?—There was a provision in the deed of trust of the "Captain" Fund that any ultimate surplus after meeting the specific trusts under the deed shall be applied "in relief of widows, children, or parents of officers, non-commissioned officers, sailors, and marines of Her Majesty's Navy"; and the managing committee of the "Captain" Fund voiced a feeling that has continued up to the present time, certainly in naval circles, for the formation of some general fund for the benefit of the widows, orphans, and dependent relatives of sailors and marines, for whom no public fund would be ordinarily subscribed by the public; because there are many deaths due to accident in the ordinary service of the Navy which do not attract public sympathy or public philanthropy; and a long correspondence ensued on the subject of the creation of such a fund between the Admiralty, the Secretary of State for War, and the Royal Commissioners, which will be found in the 12th Report of the Commissioners to Her Majesty at pages 13 and 14; and ultimately in 1872 the Commissioners were furnished, by a Commission from Her Majesty the Queen, dated the 7th of June 1875, with the requisite powers to receive contributions, and to form them into a fund to be called the Royal Naval Relief Fund. It was admitted from the very outset, as you will observe by the 13th Report, page 11, that such a fund would necessarily be exceedingly small at the first outset, but it was thought that it would attract accretions in every year, and it was therefore agreed upon with the Secretary of State for War and the Naval Committee which advocated the establishment of the fund, that no distribution should be made until such amount had accumulated as in the opinion of the Commissioners would enable the fund to be satisfactorily administered for purposes of general relief, that is to say, for cases not specially provided for by public subscriptions or from other sources; and it was decided, in any case, that relief should be afforded in the following order: first, orphans; second, widows with children; third, widows without children; fourth, aged parents of unmarried men.

192. Are you able to tell the Committee what sums from the "Captain" Fund went to form this new Trust?—There was none from the "Captain" Fund, though the "Captain" Fund Committee originated the idea, and obtained for the Patriotic Fund Commissioners the powers which enabled such a fund to be created. They did nothing, and could not very well do anything, with reference to the "Captain" Fund, because in their deed they had already put in a clause to provide that it should be applied to these objects whenever their surplus could be applied to these objects.

193. But, as a matter of fact, are we to understand

Chairman—continued.

stand that for three years the Royal Naval Relief Fund has been formed under a Royal Commission without having any money in its coffers?—There was no *corpus* of the fund existing until the "Eurydice" Relief Fund Committee gave practical expression to their concurrence in the views of the "Captain" Fund by absolutely appropriating 3,150*l.* of the fund that was subscribed by the public for the relief of the sufferers by the loss of the "Eurydice" to form, or rather to bring about the formation in a monetary sense, of the Royal Naval Relief Fund.

194. Then, are we to understand that, after having handed over to the Commissioners the 19,000*l.* previously referred to, the "Eurydice" Committee retained a certain balance in their own hand?—That is so, and handed it over for the purposes of the Royal Naval Relief Fund, and I may say that a sum of 19,000*l.* was specifically handed over, because already they had a scale of allowances in force for the Patriotic Fund and the "Captain" Fund, and it was a question of actuarial calculation what amount would be needed to be handed over to the Commission to secure these permanent allowances; and that 19,000*l.* is the outcome of the actuarial examination into the ages of the widows, and the number of orphans and their ages, who have been left by the men lost in the "Eurydice," and, therefore, they treated the surplus there and then, instead of waiting as the "Captain" Fund Committee did in their case until some later period, and they appropriated 3,150*l.* at once.

195. And then a further sum in the following year was added to that?—That was practically, I understand, the balance of their fund after they had paid over the 19,000*l.*, and liquidated their charges in connection with the carrying on of the Committee before the fund was transferred to the Patriotic Fund Commissioners between the month of March 1878 and November 1878, when the deed of trust was entered into with the Commission.

196. A residue of 31*l.* 17*s.* 6*d.*?—Yes.

197. And with the handing over of that residue the "Eurydice" Committee were disbanded?—Yes, they ceased.

198. I want you to explain to us with regard to the "Thunderer" Fund; tell us what happened as to that?—An explosion took place on board Her Majesty's ship "Thunderer" in 1879, and a small subscription was raised which the Committee agreed with the Royal Commissioners need not be kept apart as a separate fund, but that it could be administered as part of the Royal Naval Relief Fund, with a proviso that all the widows, children, and other relations should be placed immediately upon the Royal Naval Relief Fund for relief; that was the first start of the Royal Naval Relief Fund, for the pecuniary allowances to carry out the objects for which it was created.

199. But, I suppose, the Royal Naval Relief Fund has been from the first administered by the Patriotic Fund Commissioners?—By no one else.

200. The "Thunderer" was unfortunate in being the scene of more than one explosion of this kind?—It was.

Chairman—continued.

201. But you are confining yourself now to the particular fund which was raised in consequence of the accident on the 2nd January 1879?—That is so.

202. And that fund was subscribed and was handed over to and administered by the Commissioners?—Yes, as part of the Royal Naval Relief Fund; therefore it bears no title such as other funds, such as the "Captain" and the "Eurydice" funds; it did not bear the title of the "Thunderer" Relief Fund.

203. Now I want you to bring under the notice of the Committee the circumstances under which the fund, with a title which it takes some trouble to distinguish carefully, namely, the Royal Naval Fund, originated; how did the Royal Naval Fund originate?—The Royal Naval Fund is a fund created the year before last out of the surplus of the Royal Naval Exhibition.

204. Have you any record of the amount of that surplus?—Their accounts, which were published this year, give the amount of that fund; the assets to the 31st December 1894 amounted to 47,658*l.* according to their published accounts.

205. Was there any desire on the part of those who were responsible for the management of the Royal Naval Exhibition that their fund should be kept distinct, separately administered?—Well, of course, I can only deal with the actual facts, and that is, that they did create it as a separate fund, and that it undoubtedly overlaps the Royal Naval Relief Fund, because the objects are identical.

206. We shall have to consider by-and-by the effect of overlapping generally, and of such precautions as the Commissioners have felt it necessary to take to guard against that evil; but here are two funds hardly distinguishable in title, having identical objects, both of them administered, I am to understand, by the Patriotic Fund Commissioners?—Not the Royal Naval; the Royal Naval is administered separately by a body of which His Royal Highness the Prince of Wales is President.

Mr. *Kearley.*

207. Outside the Patriotic Commissioners?—Absolutely; it does not even touch them.

Chairman.

208. Is there no correspondence, no relationship, no comparison of information tendered to each board, one with the other?—There can hardly be, for the simple reason that for a general fund their work is governed by applicants, and if the applicants come to one it does not at all follow that they know anything about whether the applicant goes to the other.

209. But, as a matter of fact, any of us who have had anything to do with administration of charitable funds knows that the ingenious applicant is not at all debarred from making a second application by the fact of his having made a first?—That is the obvious result of two or three funds for the same object being maintained as separate organisations.

210. Then, for the purposes of our inquiry for the

Chairman—continued.

the present moment, we must leave aside the Royal Naval Fund; but have you anything further to tell us with regard to what has been found in the administration of the Royal Naval Relief Fund?—Nothing, except to amplify what I stated, that it is part of the policy of those who organised it, and which was agreed to by the authorities who issued the Commission under which the Royal Naval Relief Fund was formed, and the Commissioners, that the funds were to go on accumulating because of the inadequacy of the amounts that were available until the sum should be reached which, in the opinion of the Commissioners, would allow of a scheme for general relief; and there was an important departure, as you noticed some way back in that letter from Lord Morley to the Commissioners of 1881, that the resources of the Commissioners for the purposes of general relief should be supplemented; and a correspondence took place between the Commissioners and the Admiralty, which you will find in the 21st Report to Her Majesty, paragraph 26, with a view to supplementing the Royal Naval Relief Fund; but unfortunately it did not meet with success. From time to time the Commissioners have endeavoured to see what they could do to apply the fund, even in a very limited way, and they found that they are overlapped on the one side by the Royal Naval Fund and on the other side by the institution in connection with the Greenwich Hospital Fund, of allowances for those very cases for which the Royal Naval Relief Fund was started; but they were not satisfied with that. They wrote to the Admiralty to ascertain if there were any cases in which it was possible relief could be afforded; but the particulars furnished showed that to have placed anybody on the fund while it remained so small would practically have been to have simply opened the door to a favoured few; for the cases that have

Chairman—continued.

arisen from 1884 were no less than 324 widows and 495 children.

211. Those are general?—Not altogether; three were special cases, such as the "Wasp," the "Serpent," and the "Victoria"; the other cases amounted to 165 widows and 271 children.

212. You laid down a scheme for allowances?—Yes.

213. But before making those allowances you were waiting for an accumulation of funds?—Yes; it was necessary for the "Thunderer" case, which were put on as part of the arrangement with the "Thunderer" Relief Committee of 1879.

214. Is there any objection to putting in the correspondence to which you have referred?—None whatever; I think it is very valuable information.

Mr. *Kearley.*

215. It deals with the "Wasp," I think?—It does.

216. A ship for which there was no fund raised at all?—Yes; here is one of the paragraphs; I asked if there was any means of identifying the cases of widows of other funds refused assistance since 1883. I mean that that is something on the same lines as what another honourable Member has asked me for. And they say to me, in answer to that, in December 1893, "It is found that there are no means in the office of identifying the cases of those widows or other dependent relatives who have been refused since 1883." so I am rather glad to be able to put the letter in, because we have done our very best. It has been a matter of the very greatest anxiety to get cases of widows and orphans on to these funds; but there was the difficulty of getting adequate funds for a general scheme in the first instance, and then adequate information of other cases which were not relieved from other sources.

Friday, 10*th May*, 1895.

MEMBERS PRESENT:

Mr. Egerton Allen.
Mr. Thomas Bayley.
Commander Bethell.
Mr. Brodrick.
Mr. Cochrane.
Mr. Crombie.
Mr. Seale-Hayne
Mr. Kearley.
Sir Herbert Maxwell.
Mr. Mowbray.
Colonel Wyndham Murray.
Captain Norton.
Mr. Ramsay.
Lord Edmund Talbot.
Mr. Woodall.

WILLIAM WOODALL, Esq., in the Chair.

Colonel John Smith Young, re-called; and further Examined.

Chairman.

217. On the last occasion that we had the opportunity of hearing your evidence you gave us a general retrospect of the history of the policy pursued in the administration of the Patriotic Fund proper. You told us also under what circumstances the Royal Victoria Patriotic Asylum for Girls had been established and the school for boys abandoned. You gave us also the history of the separate allocation of a fund to be appropriated for the care of Roman Catholic orphans; and then you told us the history of the "Rodriquez" Fund, the "Zervudachi" Fund, the "Captain" Fund, the "Eurydice" Fund, and the "Royal Naval Relief Fund," with some reference to the parallel operations which had established the Royal Naval Fund, which is administered quite independently of the Patriotic Fund Commissioners. I now proceed to ask you to tell us the circumstances arising out of a subscription, or of several subscriptions, which were prompted by the operations of the war in Zululand. There were three such funds, were there not?—There were three separate funds opened, one at the Mansion House, called the "Zulu War Fund," and two by a committee of military, naval and militia officers, namely, the "Isandlwana and Rorke's Drift Fund," and the "Zulu War General Fund."

218. The Commissioners of the Patriotic Fund were requested to take up the administration of those funds; were the funds handed to the Commissioners separately, or were they amalgamated before being entrusted to your care?—They were handed in separately, but amalgamated under the conditions of the Royal Warrant, which simply specified that the administration and distribution shall be made "in such manner as shall be consistent with the terms of the public advertisements severally announcing the opening of the funds, and subject thereto as We (Her Majesty the Queen) may from time to time be pleased to direct, and subject thereto as our said Commissioners think fit."

Chairman—continued.

219. Will you tell the Committee the total amount of the fund which was handed over to the Commissioners?—The total amount received by the Commissioners of the Patriotic Fund up to the 31st December 1880, when the fund may be said to have been complete, was 27,360*l.* [illegible] 2*d.*

220. Perhaps it might be convenient if you would tell us at what figure the fund stands at the end of 1894?—At the end of 1894, as will be seen by Table 1 of the statement, the fund stands at 25,404*l.* 2*s.* 8*d.*; and supplementing this in the same way as I did in regard to the Patriotic Fund, as to the amount that has been expended in relief, I may say that from its inception up to the end of 1894, the total sum so expended was 15,726*l.* 13*s.*

221. You have expended the large amount just quoted, while the capital account has only been reduced by something like 2,000*l.*?—Yes, that has been mainly, if I may say so in passing, owing to this fact: that it is an important feature of the administration of separate funds under one body that the funds can be saved by the admission of orphans into our educational institutions, that is to say, that the girls between the ages of seven and 11 years of age, whose mothers gave their consent to their admission to the Royal Victoria Patriotic Asylum, were so admitted.

222. Is the Committee to understand that the orphans of those who lost their lives in the Zulu War are cared for in the Asylum, and that the expense of their maintenance there, is not charged against the Zulu War Fund?—That is the case. In connection with the Zulu War Fund, there were 28 such orphans maintained in orphanages at the expense of the Patriotic Fund. That is one of the causes why the capital sum that was originally subscribed has been so little diminished.

223. And

Chairman—continued.

223. And you are enabled to pursue that particular administrative policy under the authority of a Supplementary Commission of 1868?—That is so; under the second paragraph of Clause 5 of the Patriotic Fund Act of 1867, which is enunciated again in the Commission.

224. Now will you tell the Committee what were the numbers placed on the Zulu War Fund originally?—They were 10 widows of officers, 23 children of officers, 98 widows of non-commissioned officers, privates, &c.; and 138 children of non-commissioned officers, privates, &c.

225. The Commissioners, following actuarial advice as to the several amounts which the fund was justified in giving, adopted a particular scale; will you give us that scale?—That scale was as follows: For widows of officers, irrespective of rank (in that there was a complete departure from any fund that had previously been under the administration of the Patriotic Fund which gave ascending allowances according to rank; but this was so insufficiently subscribed that it was thought better to make it irrespective of rank), 30*l.* per annum, and 7*l.* per annum for each child; and the allowances for the children at first were only issuable both to girls and boys up to the age of 18, for the same reason that the actuary said that the fund would not bear it longer; but that has been recently increased to the age of 21 for girls. Then the allowances for widows of non-commissioned officers and privates were all at one rate, following the same principle, 3*s.* 6*d.* a week only, and 1*s.* a week for each child.

226. Now, up to what age would those children receive their 1*s.* a week?—Up to the age of 15 for boys and for girls. In the Zulu War Fund again, there was thus a slight departure from the ordinary age of 14 for boys and 16 for girls.

227. At what age are children received into the Patriotic Asylum?—Ordinarily between the ages of seven and 11, but sometimes we get grievous cases of double orphans who have nobody in the world to care for them, and we generally make an exception in these cases, and take them in even up as late as 14 years of age.

228. Would children receive their weekly allowance after they were admitted into the Patriotic Asylum?—No; it ceases then, because that is a contribution to the mother for the support of the children.

229. Then we are to understand that the 1*s.* a week was allowed to the children who either were not taken into the Patriotic Asylum, or up to the time when they are taken into it?—That is so.

230. Now has any alteration been made subsequently to the date you gave us in regard to the scale of allowances?—Yes, two alterations have taken place in the scale of allowances for those below the rank of officer; but the scale of allowances for officers' families remains exactly the same, with the alteration, however, which I have intimated just now, that the age to which daughters are allowed to receive it is extend d to 21 years of age from 18, but the increases in the allowances to widows and children of men below the rank of officer came in 1892 to what were then the same rates as the Patriotic Fund

Chairman—continued.

rates, 5*s.* per week for the widow of a private; 5*s.* 6*d.* for the widow of a corporal; 6*s.* for the widow of a sergeant; 6*s.* 6*d.* for the widow of a colour-sergeant, and 7*s.* for the widow of a sergeant-major; 2*s.* per week (instead of 1*s.* per week as originally) was granted for each child the orphan of a private or corporal, and 2*s.* 6d. per week (instead of 1*s.* per week as originally) for each child of a man above that rank.

231. What happened in the event of a widow re-marrying?—Owing to the sum being so small the allowances were calculated on the basis that the widow, on re-marrying, should lose entirely her allowance and any claim to restoration to allowance; and she was given in consequence a donation of 5*l.* upon re-marriage.

232. Then did you reconsider that policy at a later date. Let me put the question in this way: In the event of a woman who had been re-married becoming a widow a second time, did she, according to the original arrangement, find her allowance restored?—No, not until 1893 was that liability undertaken, because if the Committee will look for an instant at the figures which I quoted just now of the number of widows, that is, 98 originally, and at the figures given in Table 2, they will find that they diminished to 25 by re-marriage or death.

233. After 1893, provided the widows were then in necessitous circumstances, they had restored to them the full amount which they had been originally awarded?—They may be so restored.

234. You did not undertake to restore them?—We did not undertake that; in fact, there is a practical difficulty in tracing the women. The fund has been in existence since 1880, that is to say, 14 years, and these re-married women, having no half-allowances which retain them on the books of the fund, they disappear.

235. But I am assuming, of course, that they made application?—Quite so.

236. Providing they, having re-married, having again become widows made a fresh application to you, and satisfied the Commissioners that they were in necessitous circumstances, you then restored to them the original allowances without any abatement?—That is so; more than the original allowance, the increased allowance that has been granted since. If you will notice, the allowances are almost double; in some cases, for instance, that is the serjeant-majors' widows, they are actually double; they were 3*s.* 6*d.* all round for all ranks originally; and now the serjeant-major's widow gets 7*s.* a week.

237. Can you give the Committee the date in 1893 when the allowance was restored to the widows?—From the 1st of July 1892. It is on page 8 of the 31st Report.

238. My question so far related only to the question of the re-admission of widows after re-marriage to the benefits which were originally withheld from them on their marriage?—That decision was taken in 1893.

Mr. *Kearley.*

239. At what date?—I rather think it was in July 1893; but I am not quite certain from

Mr. *Kearley*—continued.

the wording of this, and I would not like to speak from memory.

Chairman.

240. You have already told the Committee that from the 1st July 1893 the allowance to daughters of officers was extended from the age of 18 to the age of 21?—Yes.

241. And probably the other concession was about the same time?—It was.

242. Now, in 1892, additional allowances in cases of sickness were authorised?—Yes.

243. To what extent have those been appreciated?—Not to any very great extent have they been issued.

244. Now, I suppose that claimants under the Zulu War Fund are beginning to fall off?—Yes. The numbers of widows of non-commissioned officers and privates, as I pointed out just now, have fallen from 98 to 25, but under the decision of the Commissioners, that re-married women, becoming widows again and being in necessitous circumstances, might apply, there would be put on very possibly, ultimately, 40 or 50 additional. It is a very heavy liability.

Mr. *Kearley.*

245. That is the assumed liability; you have no evidence that it will be that?—I rather wished to indicate that just now, when I said that they disappeared, there being nothing in the nature of keeping them on the books of the fund by half allowances. In those cases it works automatically. If a woman's second husband dies, we call for a report of the circumstances, and if they are such as to warrant her being placed on the full allowance, she is placed on it by our initiative, not her own. But in the case of a fund like the Zulu War Fund, they disappear. It would not be right for me to lead the Committee to suppose that the same practice obtains.

Mr. *Mowbray.*

246. Do you know how many of these 98 have actually died without being re-married?—Three have died. We have records of 54 re-marrying.

Mr. *Kearley.*

247. A record of what date?—Up to the latest date. I have had a table run out for my information for the very question of the liability that would be involved in the restoration of these, the names and ages that they would be at the 31st of December 1894 of those that we know have re-married, and the rates and allowances to which they would be restored.

248. Assuming them to apply?—That is so.

Chairman.

249. With regard to re-marriage, have you, in your experience, any difficulty arising from a disposition to conceal a re-marriage where the knowledge of the fact involves forfeiture of an allowance?—It is unfortunately continually the experience, and that has been the cause, as you may see from the reports, from the origin of the Patriotic Fund, of women being struck off the books. They were struck off the books in considerable numbers in the early part of the history of the fund for concealing re-marriage.

Chairman—continued.

250. Has it been found, in the opinion of the Commissioners, that the penalty attaching to marriage has the effect of inducing women sometimes to live in concubinage?—Well, it is rather difficult now, I think, for them to live in that state without its coming to the knowledge of someone who is interested in such matters locally.

251. I should like you to tell the Committee what are the means that you take in the way of visitation of the recipients of your several bounties?—We do not consider it necessary to carry out anything in the shape of visitation; we trust entirely to the declarations required from each recipient, and rendered quarterly by the recipients to our office, which have to be attested before certain persons who have to possess certain qualifications. These qualifications are very similar to those that are demanded from naval and military officers' widows, and pensioners who draw allowances from naval or military funds, such as a magistrate, a clergyman, a medical gentleman, a naval or military officer, an inspector of police, or a postmaster.

252. People having the opportunities of forming accurate judgment from local observation?—Yes; and if we notice a habit to migrate unduly we take such steps as we think necessary for the protection of the fund; which steps are always undertaken with the premisses that the woman is not to be made the object of any espionage, nor are the inquiries to be conducted in any way so as to reflect upon the woman, but simply to protect the fund from any irregularity.

253. Then you think that by the methods you have pursued the fund is, generally speaking, protected against any abuse of the kind that you have been referring to?—I should say from my experience of the last few years that the best proof of that is that when a woman dies (and we have, of course, a very great many of them now attaining great ages, and they die more rapidly than they did at first), her circumstances are almost always attested to, I should think in very nearly 99 cases out of 100, as being entirely respectable and creditable to her past life.

254. You have told the Committee that in the prudent administration of this particular fund entrusted to you, you increased the allowances to widows and children of those below the rank of officers in 1883 and again in 1892?—Yes.

255. And you have told the Committee the figures that now prevail; what was the amount of the allowance made in 1883, do you know. The original allowance to widows of non-commissioned officers and privates was 3*s.* 6*d.*?—The answer to your question will be found on page 8 of the 31st Report, which gives the increases which were given before 1883.

256. Can you tell us what they were?—Yes. The widows of privates remained at 3*s.* 6*d.*, as they were originally; the corporal's widow had risen to 4*s.*; the sergeant's widow had risen to 4*s.* 6*d.*; and the colour sergeant's widow and sergeant-major's widow were bracketed at 5*s.* The allowances to the orphans had increased from 1*s.* a week to 1*s.* 6*d.* a week for those of private

Chairman—continued.

private and corporal, and to 2*s.* a week for those above that rank.

257. Then you say that you look forward to a time when the allowances to widows will be increased on their attaining a certain age?—That is as certain as anything can possibly be, if the assets of the fund remain in the present state of surplus over the liabilities.

258. If the funds permit, you will apply the policy which has been found to work very well in the past with the other funds, and with the Patriotic Fund proper?—The policy of the Commissioners in all the funds which I would characterise as what we call poor funds originally, that is to say when they could not give allowances at the same rates as those which were thought right and proper to give in the Patriotic Fund, the "Captain" and "Eurydice," has been as the assets have been saved or as investments have enabled surpluses to grow, to increase the allowances up to the same rates as for the Patriotic Fund; and it is the intention of the Commissioners to pursue that, because it places all in the same position, because they all suffered the same loss.

259. And the age which was formerly 65, has, in pursuance of that liberal policy, been now generally made 60?—That is only in regard to officers; for those below the rank of officers 60 was always the age at which an extra allowance was given.

260. Sixty is the age for which you look forward to augment the allowances here?—Yes.

261. Then when the time comes when you have satisfied all those who may be supposed to be regarded as the direct claimants on this fund, how do you propose to apply the surplus then remaining?—The application of any ultimate surplus after providing for the specific trusts under the Royal Warrant of 22nd August 1879, will be governed by the policy indicated by the Legislature in Section 4 of the Patriotic Fund Act of 1881, the Zulu War Fund being one of those actually scheduled in that Act.

Mr. *Thomas Bailey.*

262. How many of those 54 who were re-married had the extra grant that it was decided to give them in 1893?—I cannot quite answer that off the book, but it is perfectly infinitesimal; I do not want to mislead the Committee in any way whatever; I think one or two.

Mr. *Kearley.*

263. Originally there were 98 widows on this fund?—That is so.

264. At the present moment there are only 25?—That is so.

265. You have no cognizance of any other?—From the circumstances that we had no hold on them at all, and that they themselves believed that they would have no further claim on the fund.

266. From your records, extending over a considerable period, you are able to trace the fact that 54 did re-marry, but as to where these 54 re-married persons are, you have no evidence?—None whatever.

Mr. *Mowbray.*

267. There were originally 98, and now there are 25, how can you account for the difference between 25 and 98; there are 19 to be accounted for?—It looks like it; it is a little difficult to just put one's hand upon the source of information, but I know I have it somewhere.

Chairman.

268. I will put a question and perhaps you will fill it up on your evidence. An honourable Member calls attention to the fact that the numbers on the fund originally were of widows of non-commissioned officers and privates, 98; their numbers are now reduced to 25?—That is so.

269. You have told the Committee that three only of that original number have died, 54 have remained, and have so forfeited their claim; there remain 25; will you explain to the Committee what has become of the 16 who are unaccounted for?—I will get that information for the Committee.

270. Now turning to the loss of Her Majesty's ship "Atalanta" on her return from Bermuda in the year 1880, the date not exactly known; she must have gone down with all her officers and crew, is that so?—That is so.

271. The circumstances excited a great amount of sympathy, and a public meeting was held at Portsmouth at which it was decided to raise a fund; can you state what was the amount of the fund so raised?—The total amount that was transferred to the Commissioners (for the transfer did not take place until July 1881) was 9,075*l.*, together with 200*l.* subsequently received.

272. For that 12 months then preceding the transfer of the fund to the Commissioners its administration had been entirely in the hands of the local committee?—Of the local committee.

273. Will you state the numbers placed on the fund, placed by the Patriotic Fund Commissioners I take it?—By the committee that originally raised it. In all these funds the committees dealt with the claims in the first instance and transferred them to the Commissioners.

274. Are the numbers that you are about to give us the numbers originally dealt with or the numbers the responsibility of dealing with which was transferred to the Commissioners?—Those numbers that I am about to give you were those transferred to us by the committee under the deed: three widows of officers, two mothers of officers, eleven children of officers, 24 widows of petty officers and seamen, and 36 children of petty officers and seamen.

275. What allowances were the Commissioners advised that they might safely sanction?—The fund, as you will observe, was a very small one indeed; it was, in fact, the poorest fund that has been placed under the administration of the Commissioners, and the allowances were consequently very small; the widow of a staff-surgeon was granted 17*l.* per annum, and 12*l.* for each child; the widow of a navigating lieutenant was granted 16*l.*, and 12*l.* for each child per annum; the mother of a paymaster was granted 15*l.* per annum; the widow of a gunner was granted 8*l.* 10*s.* per annum, and 8*l.* for each child; the daughter of a boatswain was granted 16*l.*

Chairman—continued.

16*l.* per annum; and the mother of a boatswain was granted 10*l.* per annum. If an explanation should be thought necessary of the difference between the allowance to the widow of a gunner and the mother of a boatswain, and the daughter a boatswain (those amounts seem almost as if they were inverted), the difference is caused by the fact that the Admiralty gave 22*l.* a year to the widow of the gunner.

276. I will ask you upon that point presently; will you proceed to tell us what was done with regard to the petty officers and seamen?—The widow of a chief petty officer had 3*s.* 6*d.* a week with 2*s.* 6*d.* for the first child, and 1*s.* 6*d.* for each other child; a first-class petty officer's widow had 3*s.* a week, with the same allowance for children as granted to the widow of a chief petty officer; the other ranks below that had 2*s.* 6*d.* a week only, but they had 2*s.* a week for the first child and 1*s.* 6*d.* a week for tho second child.

277. Those figures generally are considerably less than the allowances made from the "Captain" Fund for instance?—Yes. The allowances to children were relatively exceptionally good as compared with the Zulu War Fund. In that fund it was only 1*s.* per week that was granted at the outset for the children; but in the case of the children who came upon the "Atalanta" Fund, I suppose, owing to the experience that the Commissioners had gained in the previous fund, they made higher allowances relatively for the children, and you will see that they are considerably higher than in the case of the Zulu War Fund.

278. Will you explain if the general tendency of the experience of the Commissioners in administering these different funds has led them to recognise the policy of making more generous allowances in the case of children?—That as I think is illustrated rather by the exception to the general rule in this very fund of the "Atalanta," that is to say that the principle that there obtained was that a widow with children deserved higher relative allowance as having children to provide for than a widow without children; but in the other funds, of course, the allowances were higher for the widows again, and consequently the allowances for children were not relatively so high as in the case of the "Atalanta." It is, in fact, a case of the exception proving the rule. The special circumstances of the "Atalanta" seemed to demand this particular treatment, which is not one entirely of principle. It was so poor a fund that no allowances on remarriage were granted in the "Atalanta" Fund.

279. I take it that the girls, the orphan girls particularly, or the girls who have lost their fathers, were entitled to the benefits of the Patriotic Asylum?—And as a matter of fact 10 girls were taken into the Royal Patriotic Asylum; out of the 36 children altogether, 10 girls were taken into the Royal Patriotic Asylum, and not charged for to the "Atalanta" Fund.

280. And that enabled the Commissioners to deal more generously with the boys for whom provision had to be made?—With the widows.

281. With the widows and the boy children?—No, not the boys; because, already those

Chairman—continued.

women with families were, in consideration of their having families, given higher relative allowances for the children; these were therefore not increased.

282. That is to say, there was no direct allowance made to the child, but the allowance to the mother was greater in proportion to the number of children she had to provide for?—That is so.

283. Now I come to a matter of considerable importance: You said that in fixing these allowances, and you particularised the question of the widow of a gunner and the daughter of a boatswain, and so on, you took into consideration the allowances made by the Admiralty?—That is so.

284. What is the nature of the allowances which may be counted upon in the event of a disaster of this kind from the Admiralty?—When the "Atalanta" Fund was raised no allowance whatever could be counted upon from the Admiralty for those below the rank of officer. The Greenwich Hospital Fund had not been allocated in those days, any portion of it for the benefit of widows and orphans except in the shape of gratuities: not in the shape of allowances to widows and orphans.

285. Will you particularise the allowances to which widows of officers were entitled up to 1880?—The allowances, of course, are governed by the Naval Regulations, and in the Naval Regulations there are, I think, three rates of allowances for each rank, that is to say, for death under ordinary circumstances, death by drowning, or death by being killed in action; and thus it may be that the widow of a lieutenant killed in action would get considerably more than a lieutenant who had simply lost his life in the ordinary circumstances. I am not able to say off-hand what those rates are, but I should say, taking this navigating lieutenant whose widow here gets 16*l.* from the "Atalanta" Fund, it would very likely be about 70*l.* per annum that she would get.

286. Then the allowances that you found that officers' widows were entitled to in consequence of the incident of the loss of the "Atalanta" would not be the highest or the lowest?—I rather think it would be the highest. I think in all these cases of disaster where vessels have been lost in such circumstances, the authorities have awarded to the widow the highest rate that they could award.

287. You have told the Committee that the fact of their being entitled to naval allowances of that kind made the task lighter on the part of the Commissioners, and that these allowances made from the "Atalanta" Fund were rather solatia than sums calculated for their maintenance?—Quite so.

288. But now let us come to deal with petty officers and seamen; to what allowances would they be entitled from naval funds?—In the case of the "Atalanta," absolutely none.

289. No gratuity of any kind consequent upon the disaster?—I think there was nothing but gratuities granted, the usual 12 months gratuities granted to the relatives of those that were lost; but certainly no permanent allowances.

Mr. *Kearley.*

290. Not at that time:—Not at that time, and not now. The Greenwich Fund allocation to widows and orphans was not with retrospective effect.

Chairman.

291. At what time were the Greenwich funds made available?—I think in 1883.

292. Now then, under these circumstances the allowances made for widows of those below the rank of officer were fixed originally at what?—At 3*s.* 6*d.* per week for the widow of a chief petty officer and so on, as I stated just now.

293. The figures that you have already given us as having been fixed originally were amended at a subsequent date?—In 1883 and in 1891, and they now stand at the same rates again as the Patriotic Fund were originally, that is to say 5*s.* a week for the widow of an ordinary or able-bodied seaman; 5*s.* 6*d.* per week for the widow of a second class petty officer; 6*s.* for the widow of a first class petty officer; 7*s* for the widow of a chief petty officer; with a further increase of 2*s.* per week on attaining 60 years of age.

294. And may we take it that the augmentation was graduated in regard to the "Atalanta" survivors very much in the same way as you have described in regard to the Zula War?—That is so; in fact, the proportion of benefits that the "Atalanta" Fund derived from the orphans being placed in orphanages at the expense of the Patriotic Fund was relatively greater perhaps.

Mr. *Ramsay.*

295. How long was the 2*s.* 6*d.* a week allowance paid for the children?—Up to 14 years of age for boys and 16 years of age for girls.

296. Were there any special steps taken to see that those children were alive?—That is part of the absolutely necessary machinery of any body that has to make a regular payment of allowances based upon existence. In reference to payments to children, we have advanced considerably, inasmuch as we require a school attendance certificate for every child that draws allowances between the ages at which the Elementary Education Act stipulates that they shall attend school. Consequently we have absolutely a separate identity and existence certificate rendered every quarter in connection with every child.

297. If a widow dies before her children have attained these ages, is there any augmentation in the allowance to the children?—As a matter of fact, I do not think such a case occurred in connection with the "Atalanta" Fund, but I may say that that rule is adopted when children are left entire orphans.

Chairman.

298. Then what you have told us in regard to the Zulu War Fund with regard to the allowances made in cases of sickness, applies also to the "Atalanta" Fund?—Yes.

299. And any surplus which may remain from that fund will be treated according to the provisions made in the Act of 1881?—Yes, and it is one of the funds actually scheduled in that Act of 1881.

Mr. *T. Bayley.*

300. Can we have the number that are now on the fund?—They are given on page 2 of the statement, Table 2. In the case of the "Atalanta" Relief Fund there are now five officers' widows, six officers' children, 10 widows of those below the rank of officer, and three children of those below the rank of officer.

Chairman.

301. In the case of widows and mothers the numbers remain as they were?—Yes.

Mr. *Mowbray.*

302. What is the limit of age for the officers' children?—Up to 18 years of age for boys, and 21 years of age for girls. That is, as a general rule, the limit of age in all the funds for officers' children?—Up to 18 years of age for boys, and 21 years of age for girls. That is, as a general rule, the limit of age in all the funds for officers' children; but in some of the funds, such as the Zulu War Fund, which was thought in the first instance to be insufficiently subscribed, the age was limited first to 18; but we have extended that.

Chairman.

303. Now the widows of petty officers and seamen of the "Atalanta" have gone down from 24 to 10; is that from re-marriage?—That is so.

304. Do you know how many have re-married, and how many have died?—I am afraid I cannot tell it off the book, and I am afraid of getting into the same mistake as before.

305. You tell us that in 1881 the sum of the "Atalanta" Fund transferred to the Commissioners was 9,075*l.*?—Plus 200*l.* subsequently received.

306. Am I right in saying that the capital now stands at 7,400*l.*?—That is correct.

Lord *Edmund Talbot.*

307. Are the children of the petty officers and seamen reduced from 36 to 3 in the "Atalanta" Fund?—Yes, necessarily; because the "Atalanta" was lost in 1880, and as the children all go off at the age of 14 for boys and 16 for girls, it stands to reason that certainly all the boys are off. In fact, I can tell you who are remaining in regard to that; it is, I think, three girls.

308. It is not from any death rate that the reduction has taken place?—None whatever; simply the limit of age has caused them to go off.

309. The limit of age for officers' children is longer?—Five years longer in the case of girls.

Mr. *T. Bayley.*

310. In 1893 you said the additional allowances in case of sickness were authorised to be issued; can you give us any estimate of what that amount is?—In the "Atalanta" the circumstances of the widows of the "Atalanta" have caused the issue of allowances greater in proportion than in the Zulu War Fund.

311. About how much?—Three widows I should think are in receipt of it now; one I think was half-a-crown a week extra; another I think has 2*s.* a week extra and so on, but from memory I should not like to say.

Chairman.

312. With regard to the fund known as "Soldiers' Effects," would you just tell the Committee something of the history of that fund before it was determined to apply it to the uses it now serves?—The Government of the day in 1881, as I pointed out in my evidence on the Patriotic Fund, decided that it was desirable to place under the Commissioners what was known as the "Deceased Soldiers' Effects" Fund, and consequently by a Royal Warrant dated the 12th June 1884 the accumulations at that period were transferred under the provisions of the Regimental Debts Act of 1863 to form the "Soldiers' Effects" Fund to be "under the management and control of our Commissioners for the time being of the said Patriotic Fund," and to be applied "for such of the widows and children or other near relatives of soldiers dying in our service, and generally in such manner for the benefit of such of the widows and children or other near relatives of soldiers dying as aforesaid" as the Patriotic Fund Commissioners "shall from time to time think fit."

313. That is the aggregate of funds to which the relatives of deceased soldiers would be entitled, but which had not been claimed by those who were so entitled?—That is so.

314. And they had accumulated in the hands of the War Office until it was determined as you describe to apply them to this particular purpose?—Yes.

315. Those funds were necessarily applicable to the relatives of common soldiers only?—Not to officers at all.

316. They were practically the property of the relatives of the soldiers, and under the provisions here made they were to be applied very much to the same purpose, the same class?—That is so.

317. Now, will you tell us the effect of the warrant of July 1887?—In administering the fund it was found that the machinery was somewhat cumbrous, and a further Royal Warrant was issued, dated the 16th of July 1887, which authorised the Executive Committee of the Patriotic Fund to "order and direct the payment and disbursement and application of the said "Soldiers' Effects" Fund, subject to "such orders and regulations as may from time to time be made" by the Commissioners of the Patriotic Fund. It was purely an administrative Warrant; it had no further effect.

318. You succeeded in carrying the Regimental Debts Act of 1893, which repealed the previous Statute, and a Royal Warrant was issued on the 22nd of August 1893. Can you tell us generally as to the provisions made in that Warrant as to administration and management?—The provisions of the Royal Warrant of the 22nd of August 1893 are as to administration and management the same as in the previous Warrants as quoted above, the main difference between the later Warrant and those issued previously being the definition in greater detail of the conditions affecting preferential consideration in regard to the cases of widows and children of soldiers on the married establishment to the following effect: to the effect that "preferential consideration" was to be given to the

Chairman—continued.

"widows and children of those on the married establishment; first, who 'were killed in action, or died of wounds received in action, or from illness which can be directly traced to fatigue, privation, or exposure incident to active operation in the field within 12 months of sustaining such wounds or contracting such illness'; second, for those who 'died from an injury traceable to military duty within 12 months of sustaining such injury'; that is to say, the bursting of a gun or through being thrown off a limber. Then, third, 'died from illness directly traceable to fatigue, privation, or exposure in the performance of military duty.'"

319. A case occurred the other day to which I believe your attention has been called of a man, who from no fault of his own, met his death by accident in barracks; are you prepared to say whether that particular case is one which might be entitled to benefit under this fund?—Undoubtedly I should say. All cases of injury that have occurred from accidents which were in no way contributed to by the neglect of the soldier have been provided for since 1882, from the "Soldiers' Effects" Fund.

320. Will you tell us what was the amount of the first instalment of the fund that was transferred?—The first instalment in August 1884, handed over was 44,182*l.* 17*s.* 5*d.*, and sums have since been transferred yearly under the provisions of the Regimental Debts Acts of 1863 and 1893.

321. At what amount did the capital stand on the 31st December 1894?—£.125,607 10*s.* 6*d.*

322. You have told us in your evidence with reference to the "Zervudachi" Fund that it was contemplated at one time that that would be available for the survivors of those who had lost their lives in Egypt?—Yes, it was proposed at first to apply that entirely in the relief of families of those who lost their lives in Egypt.

323. The "Zervudachi" Fund now stands at 1,783*l.* whereas as you have told us you have got more than 125,000*l.* in the "Soldiers' Effects" Fund. The sum with which you have now to deal, therefore, is ample for the purpose, while that under the "Zervudachi" would have been very insufficient?—The "Zervudachi" Fund would undoubtedly have been swamped at once, by placing upon it the families of those who lost their lives, even in the first Egyptian Campaign of 1882; but the "Soldiers' Effects" Fund being of more than sufficient corpus to provide an income to pay the allowances that were approved of for such widows, and with the increments that have been received of recent years, it has provided not only for those families who were left without their husbands and fathers by the campaign of 1882, but all subsequent campaigns, wherever they may have been, and for all cases of those who come under the second catagory, dying from injury directly traceable to military duty.

324. Will you state the scale of allowances determined upon?—The scale of allowances is that which was agreed upon originally as the outcome of a committee which I believe sat at the War Office, and I think had relations with the Admiralty also, because the Greenwich Hospital

Chairman—continued.

Hospital Fund allowances are exactly the same, that is 3*s.* 6*d.* a week for the widow of a private, 4*s.* for the widow of a corporal, 4*s.* 6*d.* for the widow of a sergeant, and 5*s.* for the widow of a sergeant-major or colour-sergeant, with 1*s.* 6*d.* a week for each child of a private or corporal, and 2*s.* a week for each child of the ranks above that.

325. Those allowances are smaller than were those determined upon in regard to the Zervudachi Fund?—Yes.

326. Can you explain to us how with ample funds in the one case, and insufficient funds in the other, that decision was arrived at?—The decision was arrived at, as I say, by a Committee which, I believe, sat at the War Office; but, I believe, that these allowances were agreed upon on the assumption that very few of the widows would be anything but of a very young age for some time to come, as the married establishment of soldiers is, of course, limited to 6 per cent. of the rank and file, and they do not serve long with the colours; and in the Zervudachi Fund the first case that we had before us in connection with it was that of a widow of over 50 years of age, and the Commissioners felt that a higher scale was therefore warranted, as it was applicable only to the widows of men who had fallen in previous wars for which no charitable fund had been subscribed.

327. How do these figures compare with the present allowances under the Patriotic Fund proper?—They are very much less indeed, but there is very little doubt, I think, that following the policy that the Commissioners have invariably carried out, any funds that were able to bear increased allowances, which will be the case with this fund if there is no more put on to it by a war, they would, when the widows become older, under their powers, increase the allowances.

328. Allowances have been paid from the 1st of July 1882?—Yes; the Secretary of State in handing over the fund made that provision, particularly, in the Royal Warrant, with reference to the fact that the Egyptian campaign of 1882 had just concluded, leaving a number of widows and orphans unprovided for.

329. Then that has been in operation 13 years, and the time has hardly yet arisen for considering larger allowances for those who reach the age of 60?—That is the case.

Mr. *Kearley.*

330. This fund is not the outcome of benevolence in any shape or form?—In no shape.

331. It is the aggregate of the individual soldier's personal effects for which no claimant has come forward?—After the usual process provided for by the Regimental Debts Act.

332. And it includes the effects of men who desert?—You are asking me a question now which is quite out of the knowledge of the Patriotic Fund Commission. They deal with it not as effects, but as a sum handed over by the War office.

333. And you would prefer that we called somebody from the War Office to give us any information on that point?—Clearly; any answer of mine would be unauthoritative.

Mr. *Kearley*—continued.

334. Nothing has been contributed to the fund?—There is not one single penny that is contributed to it except under the provisions of the Royal Warrant, which is for the disposal of the unclaimed soldier's effects, that is the effects of soldiers who die, or effects which arise in other circumstances, as to which I cannot speak, are not claimed.

Chairman.

335. Now we will pass to the story of the Ashantee War Fund, the fund originally raised as the "Gold Coast Relief Fund," amounted to what?—Well, the circumstances of this fund are peculiar. There was no knowledge within the Patriotic Fund Commission, until the year 1888, as to the actual *corpus* of the fund.

336. The funds were not actually held by the Commissioners?—They were held by Messrs. Cox & Co., the army agents and bankers.

337. And Messrs. Cox & Co. honoured the drafts of the Commissioners, did they?—Yes, an arrangement was made by which the allowances that were agreed upon with the Committee that raised the funds, should be paid through our agency, Messrs. Cox & Co. honouring our cheques.

338. Then, although the funds were raised in 1874, it was not until 1888 that they were actually transferred to your custody?—That is so.

339. The amount, however, was always a small one?—So very very small that the original allowances were not only very small to the widows, but none could be granted to the children at all, and the children were relieved from the Patriotic Fund.

340. Could you tell me how many widows did actually receive assistance?—The number of widows placed on the fund in the first instance was 28, whose husbands belonged, 17 to the Navy and 11 to the Army.

341. What allowances did they receive?—The original allowances were: to the widow of a private, 2*s.* 6*d.* per week; to the widow of a corporal, 3*s.* per week; to the widow of a sergeant, 3*s.* 6*d.* per week; to the widow of a colour-sergeant, 4*s.* per week; and the same to corresponding ranks in the Navy.

342. Those may be compared with the allowances that were made out of the "Atalanta" Fund?—You will observe that they are not quite the same. The "Atalanta" Fund only went up to 3*s.* 6*d.* a week for the widow of a chief petty officer, whereas this went up to 4*s.* per week.

343. You have told us that the fund did not allow of your giving any assistance to the children of officers or of privates?—Nor to children at all from the fund itself. They were relieved, however, from the Patriotic Fund.

344. Then we need not trouble ourselves any further with that, except to ask you at what amount it now stands?—The fund stands now at 2,000*l.*

345. That is very little less than what it was when it was handed to you in 1888?—£200 less.

346. Can you tell us how many claimants there

Chairman—continued.

there are upon it at the present moment?—They will be found in Table 2. They number eight widows now.

347. Are there any applicants whose claims you have not been able to satisfy, do you know?—None.

348. When did the Commissioners find themselves in a position to increase by an extra shilling the weekly allowances?—The records are somewhat doubtful on that particular point, from the circumstances that I have alluded to; that, although we made the payments through our agency, the records were not kept in the same way as for funds for which the Commissioners felt they were responsible as reporting to Her Majesty year by year.

349. But since the date of your appointment there has been no alteration?—No; that was before I became secretary.

350. Now, passing to the next fund; the famous charge of the Light Cavalry Brigade at Balaclava in October 1854 led to the subscription in 1890 of a special fund independent of the Patriotic Fund?—Quite so.

351. Can you tell us about how many survivors there were in 1890?—I can only tell the Committee how many were transferred by the deed as eligible for relief under the provisions of the trust deed; for the relief to be afforded by the fund is applicable only under this trust deed, and the Committee did not transfer the balance of the fund originally subscribed to the Patriotic Fund Commissioners till February 1892; but out of the original *corpus* they spent more than one-half themselves in direct grants to such survivors as they thought deserving; and they classified certain men, I understand, as undeserving; and consequently there may be some of these who are not in the list which is attached to the deed.

352. May I take it that the original sum subscribed in 1890 was 6,753*l.* 1*s.* 4*d.*; that in 1892 the sum remaining unexpended and transferred to the Commissioners was 2,949*l.* 19*s.* 6*d.*?—That is the case.

353. And that it now stands at 2,700*l.*?—Yes.

354. That fund, unlike the most of those which you have been referring to, was not intended for widows and children particularly?—It cannot be applied to any but the survivors of the Light Cavalry Brigade charge of the battle of Balaclava, who are included in the schedules of the deed.

355. Now in what form are the grants generally given to them?—The provisions of the deed are very succinct in that respect; and they say that the money "shall be applied only to such as are in privation and want, and to pay to each of such pensioners (that is survivors that are eligible) such weekly sum and no more as will, together with any pension such person may receive from any public or private source, make up the sum of 7*s.* weekly;" that is to say, that if a survivor, as has been the case in many instances, gets a special pension from Chelsea, under the recent enactments of Parliament, say of 6*d.* a day, the Commissioners can only pay to him another 6*d.* a day.

356. And, of course, if he receives a campaign pension of 9*d.* a-day, you would only be called upon to give him 3*d.* a-day to augment it?—That is so.

Chairman—continued.

357. How many was it calculated that the fund would bear?—Originally six only, but in 1893, that is for the usual date, the end of the previous year, 31st of December 1892, the actuary reported that four more allowances equivalent to 7*s.* a-week might safely be awarded; and since that date that increased number of allowances in the aggregate has been awarded.

358. But you tell us that the number of survivors in receipt of assistance from the fund at the present time is larger than the number was previously?—That is explained by the fact to which I alluded just now, that it is not in the power of the Commissioners to give more than will make up to each man a total of 7*s.* a-week with any pension that he may have received.

359. Then as a matter of fact the survivors of the charge do not benefit at all under the arrangement by which Parliament has voted a special campaign pension?—Not specially.

360. I mean to say is it worth a man's while to apply to the fund?—Yes, so far as I can gather, the men are very glad to get even the few pence a day extra, it may be, in some cases.

361. You provide them with 7*s.* a week; if they get a campaign pension, whatever they may receive from Chelsea is deducted from the 7*s.* a week that you give; in what way is the veteran benefited by receiving this campaign pension?—He is not himself benefited more than it was intended by the deed he should benefited.

362. From the two funds from this Balaclava Fund, and from the campaign pension awarded him at Chelsea he cannot possibly have more than 7*s.* a week?—That is so.

363. But the aid given by Parliament, to whatever extent these survivors avail themselves of it, comes in relief of your fund and enables you to give more widely-spread assistance?—That is the effect; that, instead of our having on the fund, as was contemplated originally when the deed was drawn, when there were no special army pensions (because it was just immediately anterior to the passing of that measure) ten men, we have been able to extend the number owing to the fact that the special pensions go towards the maximum amount allowed under the deed.

364. Of course the amount is so comparatively small that it does not affect the policy of Parliament?—And the Light Brigade Fund is not saved by that fact, because we still go on taking the maximum number that the actuary says may be awarded, making an aggregate of 7*s.* a week.

Mr. *Kearley.*

365. Does that indenture appear on your reports?—It is not in our reports.

366. Could we have a copy of it?—It can be given. I regretted that we did not have it printed as has been done in the case of the "Victoria" Relief Fund; as I thought this a good plan; and it would have saved a good deal of trouble if it had been adopted earlier.

Chairman.

367. Now, we come to a particular fund in which an honourable Member of this Committee is

Chairman—continued.

is interested, the county of Forfar fund; that is a comparatively small sum that was subscribed in 1886 in the county of Forfar?—Not subscribed so far as I know. What the origin of the money was is not within our ken, but the county of Forfar said that they had this sum, which they wished to transfer to us.

368. Then you did not trouble yourself as to how it originated?—No.

369. It was handed over to the Commissioners of the Patriotic Fund in 1886?—That is so.

370. And what was the equivalent return made to the county in acknowledgment of that fund?—They obtained in respect of the payment of that sum over to the official trustees of the Patriotic Fund the right to nominate an orphan girl to the Royal Victoria Patriotic Asylum.

371. Is it at all conceivable that the particular girl who might be nominated from the county of Forfar would have failed to get admission if that fund had not been forthcoming?—That was, in fact, the origin of the idea which found expression later by the addition of a sum of 171*l.* 14*s.* 10*d.*, that any girl could get in at any time without any nomination of that kind, and that therefore the benefit was not one that it was worth while to continue.

372. But is the girl so nominated by the county to be qualified under the ordinary condition as being the orphan of a soldier?—Quite so, subject to the ordinary rules of eligibility.

373. Then there has been some change in the conditions of the fund since that date, has there not?—Yes; in 1892 the county authorities intimated that a further sum of 171*l.* 14*s.* 10*d.* would be paid over on some arrangement being come to for additional rights to be acquired by the county; and, as the outcome of the considerations to which I have alluded, it was thought that it would be appropriate to suggest that a new departure, which might, perhaps, be followed by other counties, should be put before the county authorities of Forfar, to the effect that if they would amalgamate the two sums together and surrender their right to nominate a girl to the Royal Victoria Patriotic Asylum, it being always understood that there would be no difficulty in any child getting in under ordinary circumstances, the income of the two sums would produce sufficient to allow of two widows of sailors, soldiers, or marines being paid allowances of 5*s.* a week, and that such widows should be nominated from time to time by the authorities of the County Council of Forfar, subject to such rules and regulations as might be considered necessary from time to time by the Commissioners of the Patriotic Fund.

374. Would there be at all likely to be two widows who might have escaped attention and assistance but for this fund?—I paid a visit to Forfar in a holiday, and it evoked the fact that not only were there easily obtained two most deserving widows, but they would have been glad if they had had funds to have placed a very much larger number of widows upon such a fund.

375. But how was it that those widows had escaped assistance?—Their husbands were not necessarily men who had had war service.

Chairman—continued.

376. Has the patriotic example of the county of Forfar had any imitators?—No, we regret to say not.

377. Now we come to a very important circumstance that arose out of the disastrous loss of Her Majesty's ship "Victoria." The news reached London, as you have told us already, on the 23rd of June 1893?—Yes.

378. And an appeal was made by His Royal Highness the President of the Commission, and was immediately responded to by the Lord Mayor?—Yes.

379. And as a result of the appeal made by the Lord Mayor a large sum was subscribed?—Yes.

380. The deed of trust was dated when?—The 21st of September 1893.

381. And under that deed the funds so subscribed were transferred to the Patriotic Fund Commissioners?—That is so.

382. Other funds were subscribed prompted by sympathy felt in consequence of the same disaster?—Yes.

383. At Portsmouth, for example?—Yes.

384. Can you tell us what happened at Portsmouth?—At Portsmouth a local fund was opened by the mayor of the borough immediately after that opened at the Mansion House, and a committee was formed under the mayor, which in effect ultimately became a committee of the Patriotic Fund Commission, as they were directly in touch with the Patriotic Fund Commission, from time to time as to the necessities of the widows and orphans, who were principally located at Portsmouth, the "Victoria" having been, in naval parlance, a Portsmouth ship.

385. But although I imagine the subscription was commenced about the same time as it was in London, it was not until the 30th of March in the following year that the local fund was transferred to the Patriotic Fund Commission?—That is so.

386. Was any aid given from that fund by the local committee in the intervening time?—I believe to a very very insignificant extent.

387. Can you tell the Committee what was the amount that was transferred to the Patriotic Fund Commissioners?—It was, in effect, the whole of the subscriptions that were raised at Portsmouth, less, I think, a sum of not more than about 100*l.* which was spent locally; and the sum transfered to the Patriotic Fund Commissioners was 5,535*l.*

388. And that was to be applied under the same conditions as those originally agreed to in the case of the Lord Mayor's fund?—That is so. They were furnished with a copy of the deed which had been entered into by the Lord Mayor with the Patriotic Fund Commission, and in their trust deed they followed that, actually quoting that deed in its terms.

389. There was another fund raised at Malta, was there not?—Yes.

390. And what was the amount of that transferred to the general fund?—The amount that was transferred was only a very small balance indeed, which remained on the 30th of June 1894, namely, 67*l.* 6*s.* 10*d.*

391. In the 12 months then that had intervened

Chairman—continued.

vened between the time of the loss of the "Victoria" and the handing over of that fund, was there a local administration?—Completely; that is to say, that the Malta Relief Committee, which, although not in its inception called forth by the Patriotic Fund Commission, immediately placed itself in connection with the Patriotic Fund Commission, and it was arranged that they should out of local subscriptions continue the relief that they had administered in the very first outset, until their funds were practically exhausted, when the widows would be taken on the central fund, which was on the 1st of July 1894.

392. How far did that local committee at Malta act in correspondence with the Patriotic Fund Commissioners?—It was constituted at the request of the Patriotic Fund Commissioners, addressed to the naval commander in chief in the Mediterranean, who succeeded Sir George Tryon, who was lost in the "Victoria."

393. There were local committees established at other places besides Portsmouth and Malta?—Yes, at Devonport and at Chatham.

394. How far were those local committees affiliated, so to speak, with the Patriotic Fund Commission?—They were directly the outcome of the request of the Patriotic Fund Commissioners, made through the naval commanders in chief at those places with the primary object, as soon as funds were placed at the disposal of the Patriotic Fund Commissioners, of affording relief, but also of affording to the Patriotic Fund Commission that necessary information which is only to be obtained from local sources as to the circumstances of each family.

395. From what source came the funds which were distributed at Devonport and Chatham, for example?—At Devonport the total sum subscribed was remitted without any deduction whatever to the Lord Mayor at the Mansion House, the fact being that there were only, I think, two widows at Devonport of those that were lost in the "Victoria," and their circumstances did not call for supplementary aid, inasmuch as they had their pensions. One, I think, was the widow of a gunner, and the other the widow of a carpenter, and they had the Admiralty gratuities which sufficed for their needs, with, I believe, assistance from Miss Weston.

396. Then I may take it that from the first the Commissioners must have recognised the danger of multiplying forms of relief and of overlapping in regard to the distribution of these different funds. Could you tell the Committee what would be the different sources from which these survivors of those who were lost in the "Victoria" might look for assistance; supposing that fund had not been subscribed at all, for instance?—I think I can best answer that by reading the paragraph in the Report of the Royal Commissioners to Her Majesty, which dealt with the raising of this fund; the Report for 1894, the 32nd Report. May I give a general history in the words of the report? I do not think I could, with advantage, add to or take from it.

397. Please do so?—The Lord Mayor, in response to an appeal made by H.R.H. the

Chairman—continued.

Duke of Cambridge, President of the Commission, on the 23rd of June 1893, announced his intention to "open a fund for the relief of the widows, orphans, and dependent relatives of those who had lost their lives in the disaster which befel H.M.S. 'Victoria' in the Mediterranean, and that he would entrust the distribution of the fund to the Patriotic Fund Commission." Consequently, on the 29th of June, I was directed to address a letter to the Admiralty to enable the Commissioners, as was then their intention, to distribute, on the instant, relief from the funds to be afforded by the opening of a fund at the Mansion House. I need not read the letter in detail, because it was simply to ask for that necessary information, which could alone be afforded from official sources, of the men who it was known had lost their lives in the "Victoria," and the addresses of the families who were in this country.

398. Did you ask in that letter what assistance the Admiralty themselves were prepared to give?—Yes; I asked that, to facilitate the necessary arrangements for affording immediate relief to the families of those who were lost in the "Victoria," the Admiralty would furnish in separate lists, according to the ranks and ratings, the names of those who had so lost their lives; first, officers; second, warrant officers; third, chief petty officers; fourth, first-class petty officers; fifth, second-class petty officers; sixth, ordinary and A.B. seamen, or others ranking as such; and if against the name of each widow, orphan, and dependent relative could be entered the amount of any pension, allowance, or gratuity which would be contributed from public funds, or funds under the control of the Lords of the Admiralty for the benefits of these families.

399. Did you, in the same letter, press upon the Admiralty the precedent of the gratuities allowed on the loss of H.M.S. "Captain"?—Yes; I asked that I might be informed whether, following the precedent in the case of the loss of H.M.S. "Captain," a gratuity of a year's pay for each of those who had lost their lives would be handed over to the Patriotic Fund Commission, for distribution in weekly allowances, paid quarterly. This 32nd Report gives a history of the circumstances under which the Commissioners were placed in connection with the "Victoria" fund; and if I might give it in the words of this report, it would, perhaps, enable my evidence to be more complete than it otherwise would be. The letter was promptly acknowledged, but it was not till the 7th of August, and subsequently, that the information was furnished which I asked for.

Mr. *Kearley.*

400. By the Admiralty?—By the Admiralty. Meanwhile, correspondence had arisen between the First Lord of the Admiralty and the Lord Mayor and the Commissioners, which will be found in the appendix to the 32nd Report. As the result of that correspondence, the First Lord of the Admiralty conveyed to the Lord Mayor his concurrence in the draft of the deed of trust, by which the Mansion House Fund was ultimately placed under the administration of

Mr. *Kearley*—continued.

of this Commission. "It was not, however, until the 9th of August, that the first instalment of the Mansion House Fund was placed in the hands of the Patriotic Fund Commissioners. It follows, therefore, that from causes entirely beyond the control of the Patriotic Fund Commissioners, they had no power or means to convey immediate relief to the sufferers by the disaster to H.M.S. 'Victoria.' In accordance, however, with the usual practice, the immediate necessities had, in the meantime, been met by the continuance, for two months, by the Admiralty authorities, of the allotments previously made by the men lost to their families. This was followed by the prompt issue of Greenwich Hospital pensions to all the widows and orphans, and gratuities to other dependent relatives, varying from three to twelve months' wages of the men upon whom such relatives had been dependent; while the next of kin in every case received the balance of wages and Savings Bank deposits standing to the credit of each man at the date of the disaster. The amounts thus paid by the Admiralty were as follows": that is to say, up to the date on which this report was issued, which was the following May, but they were, for the most part, issued almost immediately: "To 83 widows and 135 orphans of men below the rank of warrant officers, Greenwich Hospital pensions, varying from 3*s.* 6*d.* to 6*s.* 6*d.* per week for each widow, and 1*s.* 6*d.* to 2*s.* per week for each child; also balance of wages due to deceased husbands, amounting, in the aggregate, to 1,057*l.* 9*s.*, paid to 80 of the widows. To other relatives of 224 men who were lost, gratuities, amounting in the aggregate to 2,937*l.* 19*s.* 3*d.* Balance of wages and Savings Bank deposits due to deceased men, 2,081*l.* 1*s.* 11*d.*, making together 5,019*l.* 1*s.* 2*d.* The immediate necessities of sufferers by the disaster were further amply cared for by the opening, on 27th June 1893, of a local fund at Portsmouth, out of which it was publicly notified that the immediate relief of all dependent sufferers would be undertaken, and Miss Weston, of the Royal Sailors' Rest, Portsmouth, to whom funds were being sent independently, agreed to work in connection with this local fund, and to distribute the relief approved of jointly by her and by the local committee. The total amount disbursed in this way at Portsmouth was 2,800*l.* or thereabouts."

Chairman.

401. Was that disbursed from the fund to which you have already referred as the Portsmouth Fund?—No, entirely by Miss Weston.

Mr. *Kearley.*

402. Funds contributed to her directly by the public?—Quite so.

403. Nothing whatever to do with the Portsmouth Fund?—Nothing whatever to do with the Portsmouth Fund; and that accounts for the fact that the Portsmouth Fund was handed over to us practically intact.

Chairman.

404. Have you anything further to say on that point?—I think what I have just read has answered your question.

Chairman—continued.

405. Now, it was with the information which you had thus obtained that the Commissioners set about to allocate, as they thought equitably, the funds which were placed at their disposal from the various contributions?—Yes.

406. By the way, you have not told us what the total amount voluntarily subscribed was. The aggregate is 73,265*l.* 12*s.* 11*d.*?—Yes; made up by 67,586*l.* 0*s.* 5*d.* from the Lord Mayor as the Mansion House Fund; 5,535*l.* from the Mayor of Portsmouth as the Portsmouth Fund; 67*l.* 6*s.* 10*d.* the balance unexpended of the Malta Fund up to the 30th of June 1894; and 77*l.* 5*s.* 8*d.*, a number of miscellaneous contributions that found their way to us direct.

407. And the 73,000*l.* odd has been diminished in the course of the time that you have had to deal with it until in December last it stood at 66,614*l.* 12*s.* 10*d.*?—That is the invested amount. Of course, the contributions in process of investment are diminished by the process of a premium having to be paid on certain stocks in which the money was invested. I have made that answer because of the way you put the question. I would not wish the Committee to believe that from 73,000*l.* liquid money there only remains 66,000*l.* to-day; there remains 66,000*l.* of invested capital, that is to say, that if we were to realise it to-morrow we should hope to get back the premiums that we paid on certain stock. For instance, we paid 102 per cent. for the Portsmouth stock, and so on.

Mr. *Kearley.*

408. You hope it would realise more than you gave for it?—Yes, we should hope to get the sum back again.

Chairman.

409. Can you tell us what amount has been expended?—Yes, 4,631*l.* has been expended in relief from the 1st of December 1893, to the 31st of December 1894; 73,000*l.* was subscribed, 4,631*l.* had been spent actually in relief; that sum, with the premium that was paid upon the stocks that were bought, accounts for the difference between the 73,000*l.* and the 66,000*l.*

410. Then with these funds at your disposal and with the information which you had got as to the income of the various applicants, what was the scale of allowances agreed upon by the Commissioners?—So far as the officers were concerned it followed exactly the scale which has been in force for the Patriotic Fund and other funds following the Patriotic Fund's scale, and it ran out thus: For the widows of fleet paymasters, fleet engineers, and chaplains, 53*l.* per annum, and 16*l.* for each child up to 18 years of age for boys, and 21 years for girls; engineers' widows 37*l.* per annum, and 12*l.* for each child; warrant officers' widows 22*l.* for the widow and 8*l.* for each child. Then as regards those below the rank of officer it would be impossible to give a table that would not cover a large space; but it is printed *in extenso* at pages 56 and 57 of the 32nd Report to Her Majesty, and is based upon the principle of the pay that the husband was in receipt of; and the allowances varied for chief and first-class petty officers from a minimum of 31*l.* to a maximum

Chairman—continued.

of 50*l.*; for second-class petty officers, seamen, and marines, from a minimum of 26*l.* to a maximum of 30*l.*, with an allowance of 2*l.* 12*s.* per annum for each child, which is 1*s.* per week; these allowances being in addition to the naval pensions and allowances from Greenwich Hospital Fund to which I alluded in my answer just now.

411. The daughters, I suppose, would be entitled to admission to the Patriotic Asylum?—There is one only in there now. They are entitled.

412. But how do you explain the fact of there only being one?—Well, the allowances that they receive are so good that they prefer the money allowance to having the advantage of maintenance; for they get the Greenwich Hospital allowances, and it is one of the rules of the Greenwich Hospital Fund that admission to an institution entails the loss of the allowance, the allowance being granted for maintenance or towards the maintenance.

413. Could you tell us, for example, what would be the total income of a child from these different sources?—Yes.

414. I think you told us before that in the return from the Admiralty it was stated that the Greenwich Hospital Pension varied from 1*s.* 6*d.* to 2*s.* a week for each child?—Yes; it would run out this way: that the combined allowance from the "Victoria" Fund and the Greenwich Hospital Fund for the widow of an able seaman, the lowest grade, would be 6*l.* 10*s.* per annum, and it would go up to 7*l.* 16*s.* for other classes under the rank of warrant officer.

415. Per child?—Per child.

416. The Commissioners did not limit the assistance merely to the widows and children, but they dealt with dependent relatives?—Yes.

417. Fathers or mothers, for example?—Even foster-mother, grandmothers, uncles, aunts.

418. You satisfied yourselves that they were to a sufficient degree dependent upon the man whose life had been lost, I suppose?—It was a condition of both the deeds that the sum was transferred only for the benefit of those who were dependent upon a man lost. The words "dependent upon a man lost" are in the deed.

419. Father, mother, and foster-mother had no claim excepting upon establishing that they were in necessitous circumstances and that they had been dependent upon the lost sailor?—Yes, that is so.

420. Now, what was the nature of the allowances made to the dependent relatives?—In some cases allowances for life—in fact, in the majority of cases, owing to the largeness of the fund, allowances for life—were granted varying to a maximum of 18*l.* 4*s.* per annum, that is 7*s.* per week, for the benefit of 151 persons; allowances for limited periods for the benefit of 94 persons. That class was principally a class in which a man contributed towards the maintenance of his brothers and sisters, and the allowances are calculated up to the period in which the girl would go off or the boy would go off according to our ordinary rule; that is to say, up to the age of 14 for boys and 16 for girls, then the allowance would cease. Then gratuities paid in a lump sum for the benefit of 108 persons; that was where the dependence was of a very slight character indeed.

421. In dealing with these special funds, the administration of which has been confided to the

Chairman—continued.

Patriotic Fund Commissioners and keeping the accounts separately, you make a charge for administration, I suppose?—Yes, of 4 per cent. on the income.

422. Has that 4 per cent. been arrived at by an experience of the general cost of administration?—It approximates as a matter of fact, as nearly as it is possible to approximate, to the actual cost for the past year, 1894, of the items for which it is professed the charge is made.

423. Then the cost to the fund for the last year of 4 per cent., calculated on the income from dividends, amounted to 84*l.* 10*s.*?—That is all.

424. But to that you add the cost of Post Office Orders, &c., and actuary's fee, bringing up the total cost of administration of this very large fund, so far as the fund itself is concerned, to 114*l.* 0*s.* 11*d.*?—Yes.

425. And you have worked out the percentage of what that cost is?—Yes, 2*l.* 9*s.* 3*d.* upon the aggregate amount afforded in relief for the same period; while, if the actuary's fee be excluded, 2*l.* 2*s.* 5*d.* per cent. was the cost; and if the office charges alone be taken, the cost was only 1*l.* 16*s.* 6*d.* per cent. on the expenditure.

426. And you have dealt with all the other funds of which you have been giving us the story on very much the same principle in regard to the charge for administration?—Only in the cases of funds that are able to bear it. There have been funds, such as the "Atalanta" Fund, for which, over a series of years, from its inception, no charge whatever was made.

427. That is to say, that the Patriotic Fund undertakes the whole cost, stationery, printing, and office expenses, and the rest of it, and has indeed provided for the children to a certain extent, without making any charge upon the fund itself?—That is so, in the case of poor funds.

428. You will be examined no doubt, and at some length probably, with regard to the policy of administration of the "Victoria" Fund; are you in a position to give the Committee any specific statements with regard to the income of what I may call the typical examples of widows of common sailors, for example?—At pages 56 and 57 of the 32nd Report there will be found the actual detail of the income enjoyed by the husband who was lost in the "Victoria." That information, in fact, was obtained from the Admiralty in answer to that letter that I have quoted just now; and it shows that in almost every case the income of the man who was lost varied even as compared with men in his own rank, that being due to the circumstances of the extra pay which is earned in a large battle-ship like the "Victoria"; and consequently that fact, which is not apparent in the administration of funds of an earlier date, governed the Commission from the very first in regard to framing the scale of relief for the widows.

429. That is to say, instead of limiting yourselves to a specific allowance according to the rank of the lost man, you ascertain what his actual income was?—Exactly so.

430. Now take the case of a man in the first class who had earned sums varying from 27*l.* to 46*l.* per year; you made a reference just now, in quoting from that letter from the Admiralty, to the allowances made by men on active service for the sustenance of their families at home; I suppose

Chairman—continued.

I suppose that is an allowance made by the consent of the man and is paid through the Admiralty?—Sometimes in the shape of an allotment, which is deducted from the man's pay, and regularly paid through the Accountant General of the Navy at the ports or places where the families are resident at home, or it is made in the shape of remittances quite independent of the Admiralty machinery.

431. Is there any kind of pressure, do you know, put by the Admiralty upon seamen on active service requiring them to provide for the support of their families at home?—None that I know of.

432. But every possible facility is afforded for the distribution of such sums as the men may be willing either to provide for by allotment or by remittances?—Yes; as you will see by column 10 in this Table, at page 57 of the 32nd Report. We give there the information (and you will see that it extends to a majority of cases) of the actual allotment made by each husband to his wife.

433. Then, are we to understand, to take the first name in Class I., that a man whose pay was 27*l.* 7*s.* 6*d.* a-year provided for his family by allotting 15*l.* out of that pay?—Yes.

434. And might that be taken as something like the general scale of the amount allotted by the men?—Relatively, I should think so; but, of course, in a big battle-ship like the "Victoria," the complement of the engine-room is very much higher paid than those of the same rating on the deck, and they were those who furnished the most victims in this particular case, and consequently you would find, if you cast your eye further down, that the income derived by some of these people is very considerable, going up in the case of a chief engine-room artificer to 127*l.* 15*s.*, and that that man allotted to his wife no less than 96*l.* per annum; and that accounts, if I may say so, for the liberality in principle of the allowances of the "Victoria" Fund.

435. Then you might take that as a sort of datum line, that the men were in the habit of allocating for the support of their families a certain sum, and I suppose you undertook to provide that the allowances that the widows and families were to be in receipt of afterwards should not be less than what they had been accustomed to receive?—In the majority of cases. In that one case that I have just called attention to the artificer remitted 96*l.* per annum; but the total income derived by the widow from the Greenwich and "Victoria" Funds combined amounts to 65*l.* 12*s.*

436. I was asking you just now to give us a typical example to show us in such a case what would be the income available for the support of a man's wife and family while he was on service, and what the aggregate sums to which they would become entitled on the one hand from the Greenwich Fund or any other naval sources of a permanent kind, and on the other hand from the allowances from the Patriotic Fund?—You will find the detail in each case of every widow that was placed upon the "Victoria" Fund, below the rank of officer, given in columns 5 and 6 of that same statement to which I referred, and you will see that the allowances from the "Victoria" Fund as a rule are considerably in excess of the allowances from the Greenwich Hospital Fund; and the explanation of that is that the Greenwich Hospital Fund is graded entirely by rank, whereas the "Victoria" Fund is graded on the pay of the husband.

437. Shall we take a case?—The very top one is the widow of a private of the Royal Marine Light Infantry.

438. That is almost an exceptionally low income, perhaps?—But it is very typical of the advantages derived from the "Victoria" Fund. The pay of the husband was 27*l.* 7*s.* 6*d.*, but the widow will get 16*l.* 18*s.* from the "Victoria" Fund, and 9*l.* 2*s.* from the Greenwich Hospital Fund.

439. £.26 altogether?—Making a total of 26*l.*, which you will see approximates very closely to the pay of the husband.

440. But that is for the widow only?—That is for the widow only; she gets in addition 6*l.* 10*s.* for each child from the "Victoria" Fund and from the Greenwich Hospital Fund combined, bringing the total income up to 39*l.* against the 27*l.* 7*s.* 6*d.* of pay enjoyed by her husband, and the allotments that he made to her of 15*l.* It may fairly be said therefore that that widow is in very improved circumstances pecuniarily.

441. As a matter of fact she is distinctly a gainer in the gross income that she finds herself now in possession of for the maintenance of herself and her children over and above what was available from the earnings of the husband in money for himself and his family?—Most decidedly so.

442. Of course the husband, in addition to his pay, had rations and clothing?—Of course.

443. Now is there any other case that we might take; would you like to go to the next man?—Well, they all so very much vary, being based, so far as the "Victoria" Fund goes upon the question of pay, that you will find of course great contradictions as you go down the list. It is almost impossible to make an exact classification and take out any typical case.

Commander *Bethell.*

444. Able seamen are very typical?—Even of that rating, one man will draw, if he happens to be a stoker, 39*l.* 10*s.* 10*d.*, and you will go down and find that they go as low as 28*l.*

Chairman.

445. One particular able seaman, No. 23, has no children; that is hardly a typical case. Take Matilda Nicholls, for instance, No. 45, her husband was an able seaman; he was in receipt of 41*l.* 1*s.* 3*d.*; he left one child and the allowance from the "Victoria" Fund was 20*l.* 8*s.*; 9*l.* 2*s.* from the Greenwich Hospital Fund, making 29*l.* 10*s.*, with an allowance of 6*l.* 10*s.* for a child aggregating 36*l.* as against the 41*l.* 1*s.* which was the amount of his earnings on service?—Yes.

446. Now might I just ask you, do not you think it would be worth while if we had the totals of these figures on this page?—The totals paid out in allowances do you mean?

447. The total of each column?—Yes; that can be

Chairman—continued.

be done. I was going to see whether we have not that done in the accounts. You would see, for instance, that this totalled up for the year 1894, on page 47 of the 33rd Report, to 3,367*l.* 13*s.* 3*d.*

448. But I meant the totals for comparison?—I will have that done.

449. I think I need not detain you longer upon that; but let us take the general principle of the administration of the fund. You have told us that you charge to the different funds that are able to bear the cost of their own administration at the rate of 4*l.* per cent. on the income?—Yes.

450. And that that works out upon the expenditure a maximum of 2*l.* 9*s.* 3*d.* per cent., which is the general cost of the management of the Commission as a whole?—In Table 1 of the Statement it will be observed that the aggregate expenditure from the different funds amounted to 39,759*l.* 8*s.* 10*d.* for the year 1894, and out of that 2,362*l.* 2*s.* 5*d.* represented what was expended in management and distribution of relief.

451. And you calculate that as giving a percentage of less than 6 per cent.?—Less than 6 per cent. upon the aggregate.

452. Upon the aggregate expenditure?—Upon the aggregate expenditure.

453. That includes salaries, stationery and printing, postage, travelling expenses, auditing, office expenses, fuel, light, &c.; commissions on Post Office orders, fees of actuary for valuations, and certain retired allowances to former members of the staff?—That, in fact, includes every possible item except relief; the remainder that is given in the first column here is relief pure and simple which reaches the hands of the recipients.

454. Naturally one would ask for some kind of standard of comparison to enable us to judge whether that was a large percentage or a small one; do you know of any other fund at all analogous to your own with which we could make a comparison?—No; I have tried to find for comparison the work of some Body that did perform analogous work, but I can find none that is exactly analogous in its work, or in the sphere of its operations, with which any just comparison in regard to its cost of management could be made. There is certainly no body in connection with the Navy and Army administering trusts for the benefit of the widow and the orphan of such value or of so varied a nature and extended over so wide a sphere of operations embracing, as this does, the furthest outlying British possessions.

455. You do not admit that it is fair to make a comparison with a separate administration of one of the "Thunderer" funds, for example, but you have before you the actual figures which were published in the "Army and Navy Gazette" of a year's working of one of those funds?—Yes; and that is a typical instance of what a fund loses by not coming under the administration of a body which administers a number of funds in common; because in this particular case overtures were made for the fund being placed under the Patriotic Fund Commissioners, but these did not result in its being

Chairman—continued.

so placed under their administration. They published their accounts in the papers; and it is from that published statement that I give the following particulars.

456. We need not trouble you with that if you will tell us what percentage on the expenditure appeared to represent the cost of management?—The expenditure worked out for the year 1892 at exactly 15·27 per cent.

457. And if that fund had been entrusted to the management of the Patriotic Fund Commissioners your charge would, of course, have been much less than that?—Less than half, at the very outside.

458. Is it too early to ask whether the accounts have been published of the Royal Naval Fund?—Yes, they have been published for last year.

459. Are you in a position to say what the cost of administration is there?—Yes. The amount of expenses for the year 1894 was 99*l.* 17*s.* 8*d.*, and the expenditure in relief was 1,031*l.* 10*s.*; so that as nearly as possible it is 10 per cent.

460. But do you mean that 99*l.* pays office expenses, stationery, printing, and salaries?—It does. They only pay 15*l.* for rent of offices; it is a little room in Craig's Court; I think the Royal Naval Club has something to do with it.

461. I will not detain you to explain to the Committee how such a fund as the "Atalanta," for example, was made available, or the arrangement by which it was incorporated with the Patriotic Fund; but as a matter of fact the income from that fund has been made available to the extent that it has, simply by the economical arrangements which the Patriotic Fund Commissioners have made?—It would have been impossible to have granted the allowances, small though they were, as I pointed out in my earlier evidence, if it had not been for the fact that the administration for the first six years was carried on under the Patriotic Fund Commission, absolutely free of expense to the fund itself; and you will observe if you look at the table that I give at the foot of page 18 of the statement that the allowances were relatively considerable; that is to say, that in the year 1882, the second year of the inception of the fund, they amounted to 552*l.*

462. The income being 348*l.*?—£348.

463. But under this happy arrangement which you think has worked out so well, the benefits from the "Atalanta" Fund have been extended and augmented on more than one occasion?—Yes.

464. The allowance, for example, to seamen originally fixed at 2*s.* 6*d.* was increased to 3*s.* 6*d.* in 1883, and to 5*s.* in 1891?—Yes.

465. And your contention is that that could not have been done if the fund had been administered independently?—It simply could not have borne the cost of management at all except under honorary conditions.

466. Under such conditions as those that the Royal Naval Fund appears to be administered under?—And that is 10 per cent.

467. Now you have maintained pretty steadily in the course of your evidence the assertion of the policy which seems to have animated the Patriotic

Chairman—continued.

Patriotic Fund Commissioners from their first appointment down to the present time, namely, that allowances are to be made according to what you hold to be the necessities of those who participate?—Clearly.

468. That the Commissioners invariably satisfy themselves that the applicant has no independent source of income, and that the grants given will not have the effect of maintaining them in indolence?—That is so, clearly.

469. Have the Commissioners regarded it as part of their duty in the case of widows to encourage them to maintain a spirit of independence?—That has been absolutely the initial feature as given expression to in the original Commission of the 7th of October 1854: that the relief to be afforded from the Patriotic Fund was to be limited undoubtedly to those who were unable to maintain and support themselves.

470. Now, reverting for a moment to the large fund that came into your hands through the Lord Mayor for the assistance of those who were dependent upon the men lost in the "Victoria," are you able to say how far the Lord Mayor in handing over those funds to your control concurred in that general principle of the Commissioners?—Well, of course, in regard to the "Victoria" Fund there were features to which I have referred slightly in my previous evidence which did not operate in any of the funds which had been previously transferred to the Commissioners, and in any case one of the fundamental observances of the Commissioners in regard to administration is to obtain from those who hand over funds clearly the conditions under which those funds are to be applied; and although there may be in regard to the "Victoria" Fund some slight inconsistency with the principle to which you have just alluded, it should be remembered that the fund had to be transferred under a deed of trust, as agreed to by the Lord Mayor of London and the Mayor of Portsmouth, the provisions of which were concurred in by the First Lord of the Admiralty.

471. But has there been ever at any time on the part of those who confided funds to the administration of the Patriotic Fund Commissioners any complaint that you had misinterpreted the intention of those who were responsible for the collection of these funds, any complaint that you had not administered these funds with a sufficient amount of generosity?—There has been no such complaint; on the contrary, so far as the "Victoria" Fund is concerned, there has been absolutely no single complaint received from any source whatever.

Chairman—continued.

472. Have you had complaints from the subscribers to those funds that you have not been sufficiently generous?—Not one single complaint has ever reached us from any subscriber.

473. I will not trouble you to repeat what you have already said, but I will ask you to sum up in a general recapitulation the main features which you have indicated of the work of the Commissioners?—The work of the Commission shows the following main features:—First, that the placing of additional funds to the original Patriotic Fund under the administration of the Commission has not been the result of any acquisitive or aggressive policy on the part of the Commission, but has been the result of the policy indicated by the Legislature or the Government of the day on the one hand, or of action arising out of resolutions adopted at public meetings on the other. Secondly, that in the case of every trust the original conditions have been faithfully observed, and that in the majority of the trusts the benefits now derived by the recipients are greater (in some instances considerably greater) than those derived at the inception of each trust. Thirdly, that while these increased advantages to recipients have been afforded, the Commissioners, in part by the skill with which they have made their investments, have obtained surpluses of assets over liabilities, which afford not only additional security for the permanent maintenance of these increased allowances, but, under the policy indicated by the Legislature in regard to surpluses of the various funds, also the means ultimately of contributing to the provision, which could be made in no other way, for the families of sailors and soldiers who lose their lives by accidents incidental to naval and military service which, owing to the small number of persons affected or to want of publicity, do not attract the spontaneous charity of the public. If this be true, can it be reasonably doubted that the lesson to be learnt is, that the placing of all funds for the benefit of the widows, orphans, and others by casualties incidental to naval and military service, however caused, under one administrative body, instead of under separate organisations, should be productive of the best results, alike in the interests of the dependents on our sailors and soldiers as in the interests of efficiency and economy of the administration of trusts created for such dependents by public philanthropy.

Friday, 17th May 1895.

MEMBERS PRESENT:

Commander Bethell.
Mr. Brodrick.
Mr. Cochrane.
Mr. Crombie.
Mr. Seale-Hayne.
Mr. Kearley.
Mr. Luttrell.
Sir Herbert Maxwell.
Mr. Mowbray.
Colonel Wyndham Murray.
Captain Norton.
Mr. Ramsay.
Lord Edmund Talbot.
Mr. Woodall.

WILLIAM WOODALL, Esq., IN THE CHAIR.

Mr. Alexander John Finlaison, C.B., called in; and Examined.

Chairman.

474. Will you explain to the Committee the official position that you hold in the Civil Service?—I am the Actuary to the Commissioners for the Reduction of the National Debt, but it is part of my appointment to take the references that are made to me by the Treasury on behalf of the Government Departments generally.

474.* And the Treasury place your services at the disposal of the different Government Departments, do they not?—That is practically what it comes to.

475. Are you a professional actuary?—I am. I have been a professional actuary for many years. At the present time I have the honour of being the President of the Institute of Actuaries, the recognised body of the profession.

476. I have before me your report, which is described as "The Annual Valuation of the Assets and Liabilities of the Patriotic Fund," and issued the 27th February last?—Yes.

477. Are you in the habit of preparing such a report as that year by year, or only from time to time, when called upon?—The Royal Commissioners of the Patriotic Fund have made references and asked me to prepare statements of the various funds that are under their management from time to time, and it has been their practice as to the principal fund, the Patriotic Fund itself, to make such a reference every year. That is, I presume, the reason why I have used that expression in the last report that I made to them.

478. Am I to understand, though you call it an annual valuation, you do not accept the responsibility of making an annual survey of the position of the funds?—No. I should only have described this as an annual valuation from the practice which has grown up of the Commissioners referring this particular fund to me every year.

479. You succeeded in these responsible duties your father, did you not?—My father was my predecessor in office at the National Debt Office, and I succeeded him there in 1875.

Chairman—continued.

480. Was he consulted from time to time by the Commissioners from a very early period of their history—He had been in the habit of being consulted by the Commissioners of the Patriotic Fund during its formation. As far back as in 1855 and 1856 he was in communication with the Commissioners. I believe that his earliest report is dated in 1856. He took a great deal of interest in the fund, and was in the habit of reporting on it up to the year 1881. The first report I had the honour of making to the Commissioners was in 1882, but I am acquainted generally with the reports before that time.

481. Then from the first constitution of the Commission up to 1882 your father was the actuarial adviser, and since that year you have held the post?—May I, to put it distinctly, say that references were made to my father up to 1881, and references have since been made to me, but so far as I am aware, I hold no post whatever in connection with the Fund.

482. That, I think, will be easily made clear; I understand that you do not accept the responsibility for anything that has been done; that your task is limited to the giving of a report upon certain materials submitted to you from time to time by the Commissioners?—Quite so; I accept the full responsibility for everything which is contained in the reports I have made, but beyond the reports I have not been concerned in any way with the management of the Royal Commission.

483. You do not feel it your province even to follow the action of the Commissioners in what they have done upon your report?—No; at a subsequent time I may probably have made reference to any action of the Commissioners which had affected the general state of things; but

Chairman—continued.

but in no other sense have I followed the action of the Commissioners.

484. Upon what information did you furnish your estimates?—Detailed information has been supplied to me from time to time in schedules that have been specially prepared at the office of the Royal Commissioners. For instance, the great part of the liabilities of the Fund consisted of the pensions they are actually paying the widows, re-married women, and the promises that have been made for the increase of those pensions in certain eventualities when the women attain older ages; and the restoration to full pension, or another rate of pension, to women who have re-married and may return to form a charge on the Fund. All this information has been supplied to me in a form to which I have agreed, which gives the ages of the women, the different rates of pensions of which they were in receipt, and statements as to the prospects held out to them—I do not know whether I can call them exactly promises—but the proposals the Commissioners have made from time to time for the increase in certain eventualities, or, on the other hand, if a woman were to re-marry, for a diminution of her allowance.

485. Then your judgment and the conclusions at which you have arrived are based upon full detailed information furnished you by the Commissioners?—Quite so.

486. Have you access to the books, and are you able to verify, or do you feel it your duty to test, the accuracy of any of those returns furnished to you?—No, in no way except to this extent. I have made the references which are usual amongst the members of my profession. I have seen that the actual expenditure as contained in these reports has compared as near as I should expect to the information that has been supplied to me. That is to say, I have estimated, for instance, in the report to which you made reference just now, that the allowances to the widows that were returned to me were 15,411*l.* a year, and re-married women about 2,945*l.* a year. I have found, in a general way, that they have corresponded to the accounts which are published in the report that shows the expenditure of the year, sufficiently to give a general confidence in the schedule which had been furnished to me.

487. I only wanted to make it clear, you have no responsibility in drawing up the statement of accounts?—None whatever.

488. Nor do you accept the ordinary accountant's responsibility of verifying them?—Certainly not.

489. They were verified by Mr. George H. Tripp, I observe?—He is the auditor who is appointed by the Treasury under the provisions of the Act which regulates to a great extent the procedure of the Commission; an Act passed, I think, in 1867.

490. Are you able to say how far Mr. Tripp is independent of the control of the Commissioners themselves?—He is supposed to be certainly entirely independent of their control. He is appointed, not by the Commissioners themselves, but by the Treasury.

Chairman—continued.

491. Appointed as an independent check on the account-keeping of the Commissioners?—Certainly.

492. Now I will leave further questions as to the actual present state of the accounts, and ask you if you will inform the Committee—I suppose it is within your knowledge—as to the inquiry which took place in the year 1880?—Yes.

493. Mr. Lefroy and a gentleman afterwards known to us as Sir Robert Hamilton were appointed a special committee to make an investigation into the then condition of the Fund, and their report indicated that the expenditure of the then Commissioners exceeded their resources?—Yes.

494. Quoting from the nineteenth Report at page 20, I find that Lord Morley, to whom those two gentlemen reported, sent on their report to the Commissioners, and in his letter he stated that the communication showed that at a reasonable estimate the liabilities of the Royal Commission exceeded their assets by about 150,000*l.* How far did your father agree with the conclusions of Sir Robert Hamilton and his colleague?—I am afraid, if you will permit me, that I must make a little preface to my answer to that question. The expression "liabilities" is there used, but may I say with reference to the use of that particular word in relation to the Royal Commissioners of the Patriotic Fund, that I do not apprehend that the Royal Commissioners ever had any liabilities in the sense in which that phrase is generally used; for instance, an insurance company has definite contracts; it has issued policies of insurance to pay certain fixed sums at certain dates, and the liabilities under which can be measured. I do not know that the Commissioners had ever made any definite promise with reference to the rates of pensions they contemplated to pay in future, or how far they had embarked in the maintenance of the schools they then had under their control. At that time it is in my recollection that there was a discussion and projects were going forward for the establishment of a sanatorium by the seaside, and various other things of that kind. If all those were to be called definite liabilities I should agree with the statement that was made by Lord Morley; but I should prefer to put it in the way that my father advised the Commissioners at that time that they were contemplating engaging in a larger expenditure than the amount of funds which they were managing would be able to satisfy.

495. You draw the distinction between the contract liabilities of an insurance company, for example, and the position of a Board of Commissioners who desire to carry out a certain scale of gratuitous allowances, providing their money enables them so to do?—Exactly so. I think that was the position, and is the position still, of the Royal Commissioners. For instance, in my last report the word "liabilities" is used, and the account is headed "Liabilities"; but a reference to the valuation balance-sheet will show that amongst what is set down there as liabilities (I am referring to page 22 of the last report) the only strictly current liabilities are the items which

Chairman—continued.

are stated to be the allowances and annuities actually in course of payment. Then that is followed by a provision for deferred extra allowances, including additions of the large sum of 31,000*l.* The course which the Commissioners have laid down for themselves of increasing the annuities granted to the widows of soldiers and seamen when they attain older ages hardly makes them of the nature of the liabilities of an insurance company. They only contemplate paying these sums in case the money in the fund will be sufficient to do so. According to the nature of the assets they hold and the amount of them they will be fully enabled to do so, but the liabilities of the fund are not so in the same sense as the contracts of an insurance company. Then going back to 1881, to which reference has been made, the Commissioners then were understood to have laid down for themselves a certain programme, which will be seen in detail in the report in your hand, showing what the Commissioners had proposed then to do. I am speaking now from recollection. They proposed to maintain a boys' school at Wandsworth, and I believe they had also in contemplation the establishment of a sanatorium somewhere by the seaside. If they had carried out the whole of that programme Lord Morley's contention would have been correct.

496. I will take it that the effect of the report of Messrs. Lefroy and Hamilton to the Secretary of State for War was to convey the idea that the funds at the disposal of the Commissioners were insufficient to enable them to carry out strictly the whole of the programme on which they had set their minds?—Yes.

497. Will you tell the Committee whether, in consequence of that investigation, your father was asked to prepare a special actuarial report under the circumstances?—He was asked to prepare a report. I see it is dated in October 1880, and I presume, as that is an unusual period of the year, it would be a special report, but it is not in my recollection whether it was so in any special way.

498. Lord Morley's letter is dated August?—The report seems to appear as if it was an ordinary report that was made in the usual way. It concludes certainly with a very emphatic statement of my father's view on the subject.

499. Will you read the concluding sentence of that report?—"It now becomes a subject of imperative necessity to consider what part of the benevolent programme of the Commissioners should be relinquished, for, in default of an addition to its income, the expenditure now said to be in contemplation will exhaust the assets of the general fund in the period when survivors of the present body of pensioners will remain to claim the widow's allowance."

500. Then your father formed, after a careful actuarial investigation, the general conclusion arrived at by Messrs. Lefroy and Hamilton and accepted by the Secretary of State, and communicated in that particular warning sentence by Lord Morley to the Patriotic Fund Commissioners?—Certainly. The passage which I have read will be found in the 19th Report of the Royal Commissioners, dated the 6th May 1881.

501. Is there anything else contained in your father's report which you would like to call the special attention of the Committee to?—I presume it has been the practice that all these reports are subsequently presented to Parliament.

502. I will only ask you this, whether you accept the conclusions to which your father gave the weight of his authority on that occasion?—Certainly, entirely so, and it was at that stage that I took up, if I may say so, the duty of making reports to the Royal Commissioners myself. (*Parliamentary Papers C.* 2956, *C.* 3001, *Lord Morley's letter of the 28th August* 1880, *page* 20 *of the* 19*th Report of the Commissioners, and the Actuary's Report, page* 22 *to* 25 *of the same Report, put in.*)

503. At that time, then, it was made clear to the Commissioners that it would be necessary for them to curtail their expenditure in certain directions if they were to keep faith with the reasonable expectations of those who were beneficiaries of the fund?—Yes.

504. Was that course followed?—The boys' school was sold and large funds were realised from it, and therefore the Commissioners were in this position; instead of having a source of expenditure on their hands they had an increase of assets.

505. By the sale of the asylum for boys and by the abandonment of the sanatorium to which you have referred?—Nothing more was heard of the sanatorium; it was only, as far as I know, a scheme in the air at the time that was discussed. The sale of the boys' school, I believe, was under an Act of Parliament that was passed in 1881.

506. We have the story as to that on the evidence; the Act of 1881 empowered the Commissioners to carry out some of the economies the necessity for which were enforced by the actuarial report?—That was so.

507. Are you in a position to state how far the surplus capital funds at the disposal of the Commissioners compare at the present time with the state of things to which we have referred in 1880?—As I said, instead of the boys' school being a source of expenditure to the fund, the proceeds of the land became an addition to the assets. At this time the secretary, Colonel Young, could tell you more authoritatively than I can as to whether this particular asset was transferred to the account of the Patriotic Fund, or transferred to the endowment of the institution which is still in existence. It is not in my recollection at this moment. From that time the surplus at the disposal of the Royal Commissioners has steadily increased. To a very large extent this increase has been owing to the great rise which has taken place in the value of the securities in which the fund was originally invested as far back as between 1856 and 1860, above the prices given for many of the securities, some of which are, I believe, now still held by the Commissioners. From a list in the fourth Report published in 1863, they then had 80,000*l.* of

Chairman—continued.

of Great Western Debentures. They still hold 69,000*l.* of those. These debentures were acquired at par. In fact, it was the practice then, and, I believe, it will be in the knowledge of honourable Members, that people advanced money directly for a debenture bond from a railway company, and they were almost in the nature of personal securities not transferable in the market like debenture stock is now, but they were afterwards consolidated into debenture stocks, and these debenture stocks are now amongst the securities which are most sought after, and instead of representing 100*l.*, if they were to be sold to-day, they would represent, in some instances, 140*l.*, or more. As the Commissioners have had to sell these securities from time to time to satisfy the payments which they make to the widows, they have been able by the sale of a smaller portion of their property than was originally contemplated to satisfy their expenditure, and by these means this surplus has grown. There are other causes that have aided also.

508. It would be convenient if we turn now to your own statement given at page 22 of the report last issued; that is a statement of liabilities and assets to the 31st December, 1894; will you tell the Committee how you arrive at the data upon which that statement is prepared; may I take it you have had furnished to you and you have had access to all the materials which, as a skilled actuary, you felt it necessary to have to enable you to make the complete and reliable return required by the Commissioners?—I have had supplied to me from the office of the Commissioners all the information which I thought was requisite and desirable to make this valuation balance-sheet. For instance, the first item in the balance-sheet is 15,411*l.* a year, the total of the allowances that are in course of payment to 891 widows. I assess the amount of securities which should be in the hands of the Royal Commissioners to meet that particular liability at 143,750*l.* That is arrived at by my being furnished with a schedule from the office of the Commissioners giving me the various rates a week which all these 891 widows receive; that there are so many receiving 5*s.* 6*d.* a week, so many 6*s.* 6*d.* a week, and so on; and that each of these are of various ages, from 55 years of age to 88 years of age. For instance, that there are 72 widows of the age of 69 years. Then, in accordance with the practice of my profession, I calculate and assess, according to the probabilities of life, as to what will be the amount of money which would be required to provide this weekly allowance. I refer to the age of 69; there are there 72 widows; their weekly allowance is 22*l.* 9*s.*, and that is valued and set down, and the result of the calculation is brought into the balance-sheet with all the others. The other allowances are of a more complicated description. Some of the annuities have not yet become payable, and will not be payable till the women attain the age of 60 years; others until the women attain the age of 70 years; some are in the nature of funeral allowances, exactly in the same position as the contracts of an insurance company, payable on death. Then some items are more purely estimates; for instance, that the Royal Commissioners will in future continue certain subscriptions to hospitals, and grant allowances in sickness.

Chairman—continued.

509. What you have said so far refers to the widows only?—Yes. I am going down the list.

510. Before we leave the widows, may I not ask you if you take the personal history of each individual widow, and the scale of allowance which the Commissioners have determined to apply as far as their funds would allow, and that you make an independent actuarial estimate of the yearly sum necessary to enable them to satisfy those expectations, and the aggregate works out to the figure you have given here?—Yes. It is reported to me in the schedule which is prepared in the office of the Commissioners that such-and-such widows are now actually being paid, and will be paid, for the remainder of their lives an allowance which is mentioned in the schedule; then I am further informed that by a resolution of the Commissioners, when these women who are now below the age of 60 years attain the age of 60 years, they will be entitled to an increase of 2*s.* a week. That is valued.

511. At a certain age?—Yes, at a certain age; then I am further informed that, when these same widows reach the age of 70 years, their pension will be further increased by so much. That is also valued, and that is set down and all detailed, and each of these liabilities are separated. The value of each has to be assessed; that is to say, the amount of the securities which the Commissioners should be in possession of which may reasonably be expected to be sufficient to satisfy the claims of the widows as they arise.

512. You have to take, on the one hand, the calculation as to the probability or otherwise of the widows reaching the age of 70, and then allowing, if that age is attained, that there would be a higher weekly payment chargeable on the fund?—Quite so.

513. You accept the responsibility of putting down the aggregate liability of the fund to the 891 widows as 143,750*l.*?—Entirely so. That is my function in the matter.

514. Now, let us take the case of the widows who re-marry; are you furnished with information as to which of those widows have a modified allowance?—Yes, I have also that list given me. There are so many re-married women; there are altogether 429 of them. Then, in addition to calculating the value of the allowances actually payable to them, I make further calculations of the probability of their present husbands dying and of their returning to the fund, resuming the full rate of allowance, and a further calculation not only of the husbands dying, but of their then, after they have returned to the fund, attaining the increased ages and obtaining with the other widows the increased allowances. They are all detailed under separate heads in that balance-sheet to which reference has been made. For instance, there is "Provision for restoration to full allowances of 429 re-married women, 18,500*l.*" That is assessed, and then provision

Chairman—continued.

for the extra allowances to these 429 re-married women when they attain 60 and 70 years. That is assessed at 14,700*l.*

515. You have before you all the information which the Commissioners possess?—All the information which I ask for they supply to me.

516. The secretary stated that the policy of the Commissioners had been to grant out of increasing surpluses of assets increasing benefits to the widows, and specially to aged widows; you have not been consulted actuarially as to the policy and propriety of making those increased allowances?—I have not been consulted at all as to the propriety of making the allowances. Questions have been directed to me as to how much it would cost if the Commissioners did make those increased allowances, and how much liability they would entail if they did this or that; but I have never been consulted as to the propriety of their doing so. That has been entirely left in the hands of the Commissioners, as far as I know.

517. The Commissioners have sought your guidance in order to know whether the funds at their disposal would allow them to do it, and to what extent the funds might be encroached upon?—Doubtless they did that.

518. Is there anything further on the statement you have before you that you would like to say?—I might inform the Committee that there has been a change made in assessing the value of the assets in this balance-sheet.

519. Then we will now turn to the assets column?—The securities that are now in the hands of the Commissioners have been in their hands for many years. Since the conversion of Consols in 1888, as the Committee are aware, there has been a great rise in the value of all classes of trustee securities, and all these assets, I think, would come within that denomination. I have made for my own information, besides the valuations at the rate of interest of 4 per cent. given in former reports, other valuations which would discount the future liabilities of the Royal Commissioners at a lower rate of interest. That would increase the liability. The liabilities of the fund at the rate they were discounted at had reference to the price at which the securities were acquired. They are discounted and brought to present value according to the rate of interest which is stated to be used. In previous years that rate was 4 per cent. That would reduce the value of the liabilities, and show them on a lower scale than if a lower rate of interest is used.

520. May I, for example, call your attention to the fact that Consols are here given 3,975*l.* 11*s.* 4*d.* at 98?—Yes.

521. Working out to 3,896*l.*?—Yes.

522. That is not the value of those Consols to-day?—No. The value of Consols to-day is nearer 106; but there has been a very great rise in the price of Consols since this report was dated, but the price of Consols is a large subject.

523. Will you explain to the Committee why those are stated in this table of assets at a figure much below that which they would realise in the market on the date given?—Well, that is a small item in the securities, but that valuation might from one point of view be attacked because it is put so high. These liabilities are discounted at the rate of 2½ per cent., and some margin is wanted between the rate at which the securities are valued and the rate at which the liabilities are discounted. Consols in 1903 will only bring in 2*l.* 10*s.* a year for each 100*l.* of Consols, and it would be wrong from one point of view to value a security at a higher price than would correspond with the rate of interest which it was bringing in. If I go into the market to-day and buy some Consols at 106, and I bring into consideration the prospect of the Consols bearing only 2½ per cent. interest after the 5th of April, 1903, and that I shall be paid off at 100*l.*, possibly in 1923, when Consols become redeemable, the rate of interest I shall earn on them will be something not much more than 2½ per cent. Therefore, if I had valued Consols at 106, I ought, perhaps, to increase the amount of the corresponding liability by discounting the future liability at the rate of discount, also of 2*l.* 6*s.*

524. You are responsible for the particular figures at which these assets are placed?—Quite so.

525. Can you tell the Committee what is the income derivable from these assets which you value in the gross at 400,246*l.*?—There is a large amount of assets. The income can be roughly obtained by a reference to the separate income account of the Patriotic Fund that is contained in the same report. I do not think I have the particular paper, but that is one of the calculations which are made in relation to this, certainly.

526. Turn to page 28; the income is given at 14,032*l.*?—Presumably it is 14,000*l.*

527. Tell the Committee what percentage that represents?—£14,000 a year on about 400,000*l.* would be 3½ per cent.

528. Then you are satisfied in placing the assets at the capital value which is here given, seeing they yield 3½ per cent.?—Quite so.

529. And that you accept, from the actuarial point of view, as sound and sufficient?—Certainly. That is about the relative amount on which any commercial company—an insurance company, for instance—would value all their assets. According to the returns which are supplied to the Board of Trade and are published in a Parliamentary Paper, that is about the difference between the rates used for valuations and the rates of interest derived from the invested funds of insurance companies. They earn about 4 per cent., and they make valuations and discount their liabilities at 3½ per cent. in some instances, and 2½ per cent. in others. This valuation and these estimates for the Patriotic Fund are made on exactly the same lines as a commercial company would do.

530. In what you have said to us you have been referring to the Patriotic Fund proper only?—Entirely.

531. Is it your practice to prepare independent reports of the other funds administered by the Commissioners?—I have reported on the other funds from time to time at various dates.

532. I find

Chairman—continued.

532. I find, for instance, on the 6th of March last, you submitted a valuation of the assets and liabilities of the Victoria Relief Fund?—I think that is also in this report.

533. It is at page 25 of last year's report?—I valued the Victoria Fund according to the position in which it stood at the 31st December 1894.

534. With reference to the surpluses at the disposal of the Commissioners, do you regard those surpluses as having been obtained by a parsimonious expenditure of the funds, or would you say it is rather attributable to the prudential management of the Commissioners?—I thought we had left the Patriotic Fund. The surpluses on the other funds that are administered by the Royal Commissioners vary in amount very largely. Some of them are, comparatively speaking, very large, and some of them are relatively small. The growth of the Patriotic Fund is to be ascribed to several things. I am not aware how far the fund has been administered parsimoniously or otherwise.

535. I only recall your attention to the evidence, which probably you have seen, of Colonel Young, in which he tells us that from time to time there have been more generous rules laid down by the Commissioners. For example, the allowances to women on re-marrying and again becoming widows, and the allowances to widows attaining a particular age have been increased. Do you know anything which is a set-off against that in any way since you have taken any oversight of the accounts, or any way in which the allowances have been stinted or diminished?—I have noticed that many of the widows who are entitled to extra allowances at the age of 60 have not come forward to receive them. You will see here that the extra allowances actually in course of payment are made to 430 aged widows, and that there are altogether 891 of them. That would leave 460 widows. All of those widows have not attained the age of 60, but a great number of them have passed the age of 60, and do not appear to be in the receipt of that allowance. That has contributed to a certain extent to increase the surplus. I have only noticed that as a fact. I am not aware that there is any particular cause for it, or whether the women have not come forward to make their claims.

536. Are we to understand that women who have attained the age of 60 can continue to draw their allowance at the smaller rate after they have become entitled to an augmented allowance?—The accounts and schedules would show that that is the case. That is all that I know. Probably it may be only of a temporary nature before their claims are made out. For instance, many of the women have only recently passed the age of 60, and might not have come forward and made their claims. I do not know the cause of that.

537. Would you say they are entitled to claim and receive the arrears of any such increased allowance?—That I am not aware of. I have made provision amongst the liabilities for their receiving them.

538. Even though it may not have been claimed at the time that the accounts are made out?—For their receiving it in future; all those that are on the list who have not received it. I have not placed any item among the liabilities and investigated and gone back to the age of 60 to see what they would receive in the shape of arrears, but the secretary could give you better information on that point than I can.

Chairman—continued.

539. I do not quite know whether you mean to say that the assets are augmented by the fact of allowances which ought to have been paid, having accumulated in the hands of the Commissioners?—You will see that of the number of 891 widows, for instance, the allowances are actually in course of payment to 430 of them. That would leave 461 widows.

Commander *Bethell.*

540. One class is widows, and the other aged widows?—Yes.

Chairman.

541. In the report of 1891 there is a passage which says that the actuary has calculated that certain increases in the allowances would entail a liability of 64,125*l.*, which will reduce the surplus of assets over liabilities of the Patriotic Fund from 112,362*l.*, as it stood at the 31st December last, to 48,237*l.*?—Yes.

542. Those were advances in the liberal treatment of the recipients?—Certainly.

543. You have already stated that whenever any step of that kind was contemplated by the Commissioners you were asked to say what it would cost?—I have been constantly asked, and have reported as to what steps of that nature would cost; but whether I have been consulted on every occasion that the Commissioners have proposed to themselves to make an increase I am not aware; but I have been so consulted from time to time.

544. Do you recall any occasion on which you have been asked to advise the Commissioners as to how much the assets would be increased by any diminution in the scale of allowances?—No; never in my recollection since, perhaps, in 1881, when, perhaps, there might have been some such question, but not in recent years.

545. Eighteen hundred and eighty-one was a sort of turning point in the financial history, and in the soundness of the Commissioners' position; but from that time, whenever you have been consulted, you have been asked to advise as to what it would cost to augment the scale of allowances?—Yes.

546. You think it is possible that the assets of the Commissioners have been increased in spite of themselves, by the fact of widows and others not claiming the increased allowances which they were entitled?—I think that is possibly the cause. I believe they have actually not come forward to claim.

547. I suppose you are familiar with the fact that soldiers' effects are handed over to the administration of the Patriotic Fund?—Yes. I have on several occasions valued that fund.

548. That fund entirely arises, does it not, from the aggregation of sums to which the relatives of soldiers would have been entitled, but which have accumulated to the large amount they have

Chairman—continued.

reached in consequence of not being claimed at all?—That is so stated in the Preamble of the Regimental Debts Act, which provides for the destination of these funds.

549. I think, if you have nothing further to say with regard to the Patriotic Fund, I will call your attention to your report, which I have already referred to, on the assets and liabilities of the Victoria Fund; is there anything you would like to say to the Committee on that?—The thing I would trouble the Committee to allude to would be the last paragraph of the report in which I call attention to what is probably a small surplus balance of assets of 1,941*l.* only, but I add that I have valued the pensions to widows as if they would continue payable at the amount at which they were set down for the whole of their lives, while it has been the experience of the other funds that have been under the management of the Commissioners that widows of these youthful ages do marry to a large extent.

550. At the same rate?—Yes. It has been the experience of the other funds that have been under the management of the Commissioners that a large number of youthful widows generally do marry from about the second year to the fifth year of their widowhood, and that probably the fund will be relieved of a considerable amount of charge by those re-marriages.

551. So that the fund would be saved in the case of such by 50 per cent. in the event of their marrying?—There is probably a margin of security to the fund in that fact, that it is likely that a considerable proportion of these widows will re-marry and go to the half allowance. In fact, it is within general knowledge, though I do not suppose there is any actual proof of the fact, that the rate of re-marriage of these widows is increased above the ordinary rate at which other widows would re-marry, by the fact of their having this small allowance from the relief fund.

552. You think that the fact of a woman being able to retain half the allowance she has been receiving makes her a more desirable partner to a man with a limited income?—Quite so. I distinctly think so, and I think the fund eventually saves more by granting the half allowance than if the whole of the allowance ceased on re-marriage.

553. Have you been able to form any kind of actuarial estimate of the probabilities of re-marriage?—It depends very much upon the age of the widows, and it depends also to a very large extent upon the duration of the widowhood. It is more probable, for instance, that a widow who has only lost her husband for a couple of years, and is 33 years of age, will re-marry than a widow, also 33 years of age, who has lost her husband for 10 years. Most of the re-marriages of widows take place at about the interval I have indicated after the loss of their husbands. The rate of re-marriage not only depends upon age, but on the duration of widowhood. It is a complicated problem rather.

554. Is there anything you would like to say to the Committee with regard to the general treatment of the surpluses from the various funds

Chairman—continued.

which are administered by the Patriotic Fund Commissioners?—I do not think there is any information of value I could give to the Committee, because I have considered that that matter was one that did not come within my province. I have restricted myself to reporting to the Commissioners on the state of the funds and the amount of surpluses there were; but I have seldom gone to the extent, if ever, in my reports of advising or indicating any particular form of application of them.

555. With reference to the investment of the Commissioners' funds, was your attention called in any particular way to the necessity of prudence in consequence of the fall in colonial securities the year before last?—No; my attention was never called to it, but it had considerable influence on myself in postponing the change in the basis of the valuation of that fund, and in increasing the valuation of the securities generally, because a very large amount of colonial securities are held by the Patriotic Fund, and two or three years ago, as the Committee are aware, many of them were considered to be perhaps in a somewhat doubtful position. They are even now not thought to be the most eligible portion of the assets of the Royal Commissioners.

556. I do not know whether you would like to say anything with regard to the danger of taking the various fluctuations in the value of stocks and investments of that kind in estimating the resources of a permanent fund of this kind?—My own personal opinion is that that would be a very hazardous course to value the whole of these securities at the chance prices of every day. The basis that all prudent persons who are engaged in the management of analogous funds to this adopt is to take the valuation at which they may be supposed to remain over the whole currency of the contracts.

557. You dwelt in your last report on the Patriotic Fund upon some of those points, to which, I suppose, you would content yourself with calling attention?—It is a point which has been constantly in my mind. I do not at this moment recollect the particular paragraph to which you refer; but it would be doubtless not only found in that report, but probably in several others.

Mr. *Kearley.*

558. You have made a valuation yearly of the Patriotic Fund; of the main fund?—Yes, since 1882.

559. But not of every other fund every year?—No.

560. At certain intervals you have made valuations of the other funds; but that is not a yearly valuation?—No.

561. Now, if you were to aggregate the assets of the whole of the funds, simply dismissing the consideration of the name of the fund, and then aggregate the whole of the liabilities, would you be able to give us the probable aggregate surplus; I do not say at this moment, but could that be done?—It would be very desirable that valuations should be made altogether as at the same date for such a purpose.

562. Quite so; but I mean, taking the whole *corpus*, and considering the liabilities as against the

Mr. *Kearley*—continued.

the capital fund, could you strike a balance and say what the detachable surplus would be?—I should hardly like to take the responsibility of doing that unless the valuations were made as at the same date. The circumstances change and several of the funds have not been valued since 1892.

563. I may assume that supposing you received instructions from the Patriotic Commissioners to do that, you could do it?—Certainly.

564. There would be no difficulty?—It would take time, that is all. There would be no difficulty in doing it at all.

565. Assuming there is an available surplus at the present moment, or after you had made this investigation, you would be able to reveal it on an actuarial and safe basis?—Yes.

566. You are in no way, I understood you to say, an adviser to the Patriotic Commissioners as to their methods and as to their investments. You simply have data supplied to you, and from that data you report?—That is so.

567. That is exactly your position?—Yes.

568. There was a reference made to what transpired in 1880. I think I understood you to say that the Patriotic Commissioners had a programme, and contemplated the erection of a sanatorium at the seaside and so on, and you said you did not assume that they had a contract liability in the same sense as an insurance company would have a contract liability; but that all their disbursements were subject to the funds permitting them being made on the bases they had laid down. Did I understand you correctly there?—That certainly is the general idea that I had.

569. You distinguish between the liability of a corporation such as an insurance company and the liability of the Patriotic Commissioners?—Decidedly.

570. Might I ask you (this perhaps is not quite a question that you should be called upon to answer), but as a matter of opinion have you always regarded the Patriotic Commissioners as trustees?—Certainly, for the administration of the particular funds.

571. And as such they would be governed to some extent, if not entirely, by the intention of the donors of these funds. Perhaps I may put it in another way: have you ever been a trustee yourself?—Yes.

572. Did you feel called upon always to administer the trust according to the intention of the person for whom you were administering it?—My view on that subject would be very strict indeed, entirely in accordance with the trust deed certainly; but may I say, I was going to reply to your question at first that it would be very difficult to ascertain, except general benevolent motives of patriotism, what was the idea of a donor to the Patriotic Fund that was raised at a time of enthusiasm in 1854 and 1855. My own idea on the subject was that it was left entirely to Her Majesty at that time to appoint by Her Commission distinguished persons who would administer the fund in the best possible manner.

573. Now, with reference to your report on page 22 of the 33rd Report, I think I may say at the

Mr. *Kearley*—continued.

outset we are all prepared to accept your estimates, and fully recognise the necessity of caution in the exercise of your very responsible duties, but I should like to have on record your confirmation of the following questions I am going to put to you. Taking first the credit side of the account, do I understand that in valuing the several securities you did not feel justified in writing them up to their present market values?—That is so. I consider that the present market value of all securities of the class that these are is very high indeed, and that many eventualities may arise, both from a financial point of view and from a political point of view, which would very greatly depreciate their value.

574. You have taken medium prices?—I have taken medium prices which I think may safely be assumed to last during the currency of these particular engagements.

575. That would be in conformity with the practice of the best actuaries, I presume?—That I certainly presume.

576. I noticed that you were rather timorous as to what would be the price of consols in 1903, and you have taken that into your consideration?—Yes.

577. Would it be fair to ask you whether that would not cut both ways? Take, for instance, Great Western stock. Would Great Western stock in 1903 be subject to the same possible diminution, or would it not be within the bounds of possibility that an enhancement in the value would take place?—The Great Western stock is a permanent stock, and there is a growing inclination on the part of trustees to invest in far more hazardous securities than the permanent debenture stock of the Great Western. In fact, these securities are not to be obtained now in the market without paying very high prices for them, and that led me to think that the prices I put on these debentures and stocks were safe prices and would last.

578. There can be no question in your mind that the amount you have taken credit for will certainly be realised?—There is no question whatever in my mind that the prices at which I have placed these securities will certainly be realised when they are required.

579. They perhaps may realise a little more?—I hope so.

580. There is, at any rate, a margin?—There is a margin certainly.

581. I see you valued liabilities on a 2½ per cent. basis?—That is so.

582. But the capital you realised at 3½ per cent.?—That is a margin on the side of security.

583. Then there are two margins on the credit side?—Yes, there is a margin with reference to income and a margin with reference to the prices that I think the capital will realise when it is also required.

584. *First*, the possible greater capital yield of the investments; *second*, the yearly excess of interest obtained over that assumed about one per cent. per annum upon the present capital. Yes. That is following the course which is pursued by prosperous insurance companies when they make valuations for the purpose of increasing the bonuses on their polices, and of paying a dividend

to

Mr. *Kearley*—continued.

to their shareholders, rather than the course that might be taken by an institution which is not prosperous when it may be making a valuation, for the sake of proving to the Court of Chancery or Bankruptcy that it is able to meet its engagements. Then the valuation might be made up to the hilt, and perhaps an actuary would assume the highest rate of interest that could be allowed in diminishing the value of the liabilities.

585. So much for the assets; now with reference to the liabilities. In reserving for the value of the annuities in possession you have employed a safe rate of mortality; that is to say, one probably rather better than will eventuate?—With regard to that, every year in the reports I have, at the request of the Commissioners, given an estimate of the number of deaths that are likely to occur according to the standard used, and for many years that has corresponded closely with my estimates. For instance, between 1885 and 1889, taking those five years together, I estimated that 324 deaths would take place. The actual number of deaths that occurred amongst widows and re-married women were 322, but since that time the death-rate amongst the widows seems to have increased. Whether that was owing to temporary causes I cannot say; but it is within the knowledge of all Members of the Committee that influenza has been prevalent, and we have had hard winters, and so on, and that may have caused the change; but the estimates that were made for the years 1890 to 1894 pointed to 287 deaths; and instead of that no less than 367 deaths have occurred amongst the widows, a very large difference.

586. What did you estimate when the 367 widows died?—I estimated that not more than 287 would die, but 367 did die; the difference occurred very greatly in one year, namely, the year 1892. I estimated then that 56 widows only would die, instead of which the large proportionate number of 90 widows died; but I am informed by the secretary that about that time much greater precautions had been taken with regard to the identity of many of the widows that came forward as claimants; that much stricter identification of the widows, or that some change took place in the forms under which they claimed the allowances. He is of opinion, I believe, that the increase in the number of apparent deaths may be owing in some degree to that; that possibly there were a certain number of claimants who ought not to have come forward.

587. But independently of little irregularities of judgment, if I may use the expression, at all events the rate of mortality assumed is abundantly safe in your estimation?—As far as these last five years are concerned, decidedly so. As far as regards the preceding five years, I hardly think there was abundant safety. I think it was very close to the mark when I estimated that during five years 324 widows would die, and 322 only did die. It is very close to the mark, and in fact only two over, but certainly the estimate was then that more annuitants would die than actually did die.

588. Taking the funds as they are at this moment, may I assume that the rate of mortality you have assumed is abundantly safe?—I hope that it is so.

589. In like manner there are certain annuities liable to suspension on recoverture; you have treated them as indefeasible, and if that be so this in itself would tend to supply a protecting margin?—Well, I do not know; these widows unfortunately lost their original husbands 41 years ago; they are of the average age of about 68 years. I do not think there is much chance of the fund gaining much from the re-marriage of widows of the average age of 68 years. I do not contemplate the fund will have any considerable saving on this account. The youngest woman on the widows' list is 55 years of age, but out of 891 there are only 579 under the age of 70 years. They are all elderly women. I think there is a very small probability, and I have not estimated that any of them will re-marry.

590. You do not think the reserve on that account is worth considering?—No; but on the contrary, with regard to the Victoria Fund, I think there is a material margin of safety there. There the widows are not only young, but recently widowed. I think there is a probability of a large proportion of them marrying.

591. If I had addressed that question to you *à propos* of the Victoria Fund, you would have agreed with the view that there would be a large protecting margin?—Yes.

592. But owing to the ages of the widows on the Main Patriotic Fund there is no margin that is assured as likely to be realised in that particular direction?—No.

593. In your account you have made provision, I presume, for all the extra allowances and for restoration of certain pensioners to full allowances?—Yes.

594. And we may take this as being ample?—I hope so.

595. You have made sufficient provision, distinctly set out, as I see here, for the working expenses?—Yes.

596. And may I take it that you expect that the amount reserved will be sufficient to cover the outlay on that head without trenching on any other resources?—Yes. I may say that, generally speaking, taking the whole of the account, I have put down a liability for everything I could ascertain or conjecture.

597. You have endeavoured to protect all your calculations on both sides of the account; you have exercised the further caution of adding a final and not specifically approximate reserve of 6,000*l.* by way of general margin?—Yes. I may say that that particular figure and that particular reserve has been made at the express desire of the Commissioners that I would include such a reserve.

598. The contingent reserve?—For contingencies. I presume it is to meet the case of claimants who are unknown, or who are abroad, or something of that kind, and who may come forward. I believe that is the design of that particular reserve, but I have been requested to make a reserve for contingencies of 6,000*l.*, and I have made that precise reserve over and above the margin which I have taken myself.

599. Including that may we say the gross liabilities

Mr. *Kearley*—continued.

liabilities as estimated and shown by you are fully measured?—That has been my object in drawing the balance-sheet.

600. And contain all proper and sufficient margins against unforeseen contingencies and fluctuations?—Yes.

601. Might I ask you as to whether you could give your opinion as to the price any insurance company would be willing to undertake the liabilities of the fund for? I suggest a figure of 394,000*l.*?—I think many insurance companies would be very glad if those particular assets were handed over to them to give the utmost consideration to it as a commercial speculation, and take the fund over on very favourable terms. It would be highly advantageous to an insurance company in the present scarcity of investments to obtain these securities.

602. The surplus you show for this fund is 74,136*l.*?—Yes.

603. And in view of the question I put to you, we may take it that the surplus shown in the account is a real surplus?—Yes.

604. That it represents monies over and above the actual needs of the fund in respect of the present incumbents?—Yes.

605. I believe that you have had to advise assurance companies as to their financial position from time to time?—I have advised many institutions and many funds but I have not been connected with any assurance company.

606. You have had references made to you probably?—I have considered their accounts. I am acquainted with the subject generally.

607. I suppose the reference has been made to you at times as to whether they have possessed any surplus assets?—I am conversant with that subject and have examined particularly the accounts of a society in which I am personally interested, in fact where my own life is insured.

608. We may take this valuation as being very strictly made?—Yes, certainly.

609. With a full series of protecting margins?—Yes.

610. Do you consider that the surplus shown by you could, without detriment to any existing interest, or without imperilling the stability of any allowance now granted, be applied either in enlarging those now payable or by bringing in additional beneficiaries?—I think that was the very object of the valuation, and that is to show the surplus balance which would be at the disposal of the Royal Commissioners if they choose to appropriate it to any object which was within the regulations they have laid down.

611. There is a detachable surplus asset in this particular fund?—That is so.

612. Would all these questions, or the bulk of them, I have put to you apply to all the other funds. There are some funds with no visible surplus assets worth considering, but on the other hand there are many of the funds that have large surplus assets?—Yes.

613. Then coming back to the question I asked at the commencement, if you could aggregate the assets and liabilities and strike a balance, and tell us what was the aggregate surplus assets of the whole of these monies, would it amount almost to a quarter of a million of money?—If they were all brought to a point, but I presume you are aware, as you have made reference to the terms of the trust deeds and so on, that the object of all these funds and the way they should be employed would vary. The addition sum certainly could be made, but it would be desirable if that was the case that every fund should be valued on the same basis and on the same date.

Commander *Bethell.*

614. Would it be possible to do what the honourable Member suggests, having in view the fact that the trusts may vary in their terms naturally?—It would be possible to find the surplus of the funds and add them together and aggregate them, and say there was a certain total surplus. They would be heterogeneous items, but there are other funds in existence which are applied to the same purposes, not under the management of the Patriotic Fund Commissioners.

Mr. *Kearley.*

615. Both things could be done I take it; put the whole thing into hotchpotch and assume uniformity of liability, and take the things separately according to the trust deed, and strike a balance of each particular fund according to the conditions of the trust?—Of course you could take in an analogous way every insurance company in the kingdom, and add together all their liabilities and their surpluses, but many are in different positions, and I do not know that any useful result would be obtained. Those additions are made at the end of the Blue Book which contains all the accounts of the insurance companies. They are used for statistical purposes.

616. With reference to page 18 of the 33rd Report, it would appear that for the first time you have made a different valuation to the preceding reports in estimating the liabilities at 2½ per cent.?—That is so.

617. Is not that rather a more stringent course than any life insurance company has hitherto taken?—No, there are several insurance companies who since the recent rise in the price of securities have adopted that course, and there are many others who are trying to attain it by setting aside a special reserve among their liabilities in order that they may value at this lower rate of interest in future.

618. It is a very safe way of valuing?—Yes, it is a very safe way of valuing. There are many of the richer insurauce companies who already value their liabilities at 2½ per cent., and those who are able to do so are looked upon with envy by the rival societies who are not yet in a position to do that.

619. I am told that out of 80 great insurance companies only three of them have assumed the 2½ per cent. basis?—I think that many more will quickly follow.

620. I am not questioning the policy of doing it; I quite agree it is a good policy?—And nearly all companies that can afford it; that is to

Mr. *Kearley*—continued.

to say, that have a surplus of assets sufficient to do it will do so.

621. The Chairman asked you as to whether the surplus arose from not applying the resources towards pensions; would it not be correct to say it necessarily must arise from that procedure?—Yes.

622. The surplus can only arise from that method of not applying the resources towards pensions?—The increase of the surplus can only arise from some such cause. The surplus is considerable. In the first place the surplus would increase itself by being brought forward from the past years, and from interest accruing on it. That would be one cause of the increase of the surplus. Another cause of the increase of the surplus would be the margin between the rate of interest assumed in the valuation and the rate actually earned on the securities. That would be another cause of increase. A third cause of increase such as the honourable Member alludes to would be from some liability that was estimated for on the balance-sheet not arising. That is to say in the nature of some period of deferment taking place in the time when the aged women come forward to claim their pensions.

Mr. *Seale-Hayne.*

623. At page 12 you have a statement of the balances on Stock Accounts on the 31st December 1894. Those appear to be a mere statement of the face value of the various Stocks. Is that so?—That is so. That is signed by the Assistant Paymaster-General as a statement of the securities.

624. I have his statement of the securities to a later date, but this is the face value of these various securities on the 31st December 1894?—That is what the account purports to be.

625. It is so?—It is so.

626. Now at page 22 you give the liabilities and assets of the Patriotic Fund, and there you give the face values and the valuation per cent. according to your estimate?—Yes.

627. You do that in regard to the Patriotic Fund; why is it not done with reference to all the other funds?—I beg the honourable Member's pardon; I think it is done.

628. It is done with reference to the "Victoria" Fund and one or two others, but there are others in which the face value alone appears?—I am not aware of the particular account.

629. I will take one?—The auditor is responsible for the whole statement of securities; my province is confined to the valuation of the various funds, and I think if the right honourable gentleman will refer to each of the valuations he will find that the same course of procedure has been followed, and that my estimate has been placed on the value of the securities of everyone of the funds.

630. Show me where the valuation occurs of other funds than the Patriotic Fund?—They would occur in previous reports to the Commissioners. In this current report there is only the Patriotic Fund and the Victoria Fund. The 31st December 1893, was the last date at which the valuation was made of the Soldiers' Effects Fund; the "Captain" Fund was valued on the 31st

Mr. *Seale-Hayne*—continued.

December 1892; the "Eurydice" Fund on the 31st December 1892.

631. In point of fact, we have got no valuation of those funds in the present report; what I want to arrive at is the present actual value if possible; I understand we have the value of certain funds, but not of others up to the present time?—Not in the current report of the Commissioners. I am giving you a list of the dates upon which I was last asked to make a valuation of the other funds. The Zulu War Fund was also valued at the same date; the "Atalanta" at the same date, the 31st December 1892, and the Ashantee War Fund as well. In that same report there was hardly a valuation, but there was a report stating the number of annuities which would be given out of a small fund called the Light Brigade Fund, the survivors of Balaclava.

632. That is all perfectly clear, but I am correct in stating that with the exception of this "Victoria" Fund we have not any report before us of the present values of all the securities according to your estimate?—In one current report, I presume, there would not be the whole of them. These have been valued on other occasions.

633. Is it so or not so that there is no valuation before us of the securities at the 31st December last?—I presume not, but it does not fall within my province to examine these statements of accounts in any way whatever.

634. You understand I am finding no fault with you, but I only want the fact. Is it so or not?—Not so to my knowledge, but I am not conversant with the whole of the accounts in this report. I am only conversant with the report that I have made. I am not in the position of an officer of the Royal Commissioners at all.

Mr. *Mowbray.*

635. I understand that during the last three years you have made a valuation of every one of these smaller funds?—As far as my knowledge goes. I have made a valuation within the last three years of every one of the funds, but the secretary could inform you better than I whether by chance I have not been consulted with regard to any fund under the management of the Royal Commission.

Captain *Norton* (to Colonel Young).] Could we not have a statement of all of these funds up to date. Could they not all be valued on the same basis as the Royal Patriotic Fund.

Colonel *Young.*] There would be no difficulty at all. The only reason why they are not valued yearly is that it costs so much money and brings no result, and the fund is saved that cost and it is thought every three years is sufficient; but if it is the wish of the Committee, the details can be furnished at any time to Mr. Finlaison, to get it up to the 31st December 1894.

Mr. *Seale-Hayne.*

636. I only want to ascertain the facts?—May, I say one thing in order that the Committee may not be under a misapprehension. Colonel Young has very properly alluded to the cost of these

Mr. *Seale-Hayne*—continued.

these valuations. The cost I do not think is at all on a high scale. If I may be allowed to say so, the view of both my father and myself always was that the cost of these examinations to ourselves very closely approximated to the amount of the honorarium which we received from the Royal Commissioners. In the case of the large fund, which involves a large number of calculations and a large amount of details and the verification of many figures, the fee has always, from the commencement, been 25 guineas, and the fee I have charged for the valuation of the smaller funds has been a nominal fee of five guineas.

Friday, 24th May 1895.

MEMBERS PRESENT:

Mr. Egerton Allen.
Mr. Thomas Bayley.
Commander Bethell.
Mr. Brodrick.
Mr. Crombie.
Mr. Healy.
Mr. Seale-Hayne.
Mr. Kearley.
Sir Herbert Maxwell.
Colonel Wyndham Murray.
Captain Norton.
Mr. Woodall.

WILLIAM WOODALL, Esq., IN THE CHAIR.

Mr. ALEXANDER JOHN FINLAISON, C.B., re-called; and further Examined.

Mr. *Seale-Hayne.*

637. I THINK I understood you to say that you valued some of these securities, having regard to the income and the annual charges upon the fund?—Quite so.

638. That being so, would not the result be that some of the securities bearing a low rate of interest, such as consols, which are valuable, would be less highly valued than some of those securities bearing a higher rate of interest, and which presumably were not of the same category?—That would be so; they would be less highly valued in comparison with their market price.

639. Will you take the 33rd Report, and turn to pages 36 and 37?—Yes, that is the Royal Naval Relief Fund. It is prepared in the office of the Commissioners, and it is audited by the Treasury auditor. It would be used by me to bring forward into the valuation balance-sheet; but it is in no sense prepared by me.

640. I did not say it was, but I was going to call your attention to a question which has reference to valuation, in order to illustrate what you have just said. You will find on the payment side of that account a sum of 6,956*l.* 13*s.* 2*d.*, which is the face value of "Queensland 4 per cent. inscribed stock"?—Yes, it is so stated.

641. On the other side of the account you find an entry of the sale of that stock for 7,165*l.* 6*s.* 2*d.*?—Yes.

642. Showing, in round numbers, about 200*l.* gain on the sale of that stock?—Yes, that is so.

643. Is not that a very small margin of difference between the two, because you have valued the consols at 98*l.*, and of course a similar sale would have realised a larger sum. It seems to me that that is sailing a little near the wind?—May I turn to the last examination which I made of the Royal Naval Relief Fund?

644. Pray do. I have taken your valuation of the Queensland stock at 100*l.* You will find at page 22, in your valuation of the assets of the Patriotic Fund, that you put those down at 100*l.*?—That would be so, I think.

Mr. *Seale-Hayne*—continued.

645. And you put down consols at 98?—Yes, that is so.

646. You are not responsible, you say, for the valuation, but it strikes me that that is an instance, one out of many which might be selected, in which the valuation of such a stock as the Queensland stock is rather high as compared with the valuation put upon consols?—Quite so, but of course there is one thing to be noticed, that the Queensland stock is bearing a higher rate of interest in relation to its nominal value.

647. With reference to your valuation, in your opinion is every individual fund solvent, having regard to the charges it will have to bear?—Every one; some of them have a much larger margin of solvency than others.

648. Are there others which have a surplus of solvency if they were wound up?—Yes.

649. Could you name the ones which have a surplus?—These surpluses would rather have reference to different dates; that is to say, to the time at which the examinations into the respective funds was made. The surplus on the Patriotic Fund at the date of the last valuation, which was the 31st of December last, was 74,136*l.* The Victoria Fund, on the 31st December 1894, was estimated also to have a surplus of 1,941*l.*, and the Soldiers' Effects Fund, on the 31st December 1893 ——

Mr. *Kearley.*

650. The date that the last valuation was made?—The date at the time the last valuation was made, it was estimated to have a surplus of 100,334*l.*; the "Captain" Fund, on the 31st December 1892, 11,383*l*; the "Eurydice" Fund, on the 31st December 1892, 4,088*l.*; the Zulu War Fund, on the 31st December 1892, 12,598*l.*; the "Atalanta" Fund, on the 31st December 1892, 2,242*l.*; "Ashantee War" Fund, on the 31st December 1892, 606*l.* That is the list of the funds so far as I am aware.

651. What about the "Zervudachi" Fund and the "Rodriguez" Fund?—I have not been consulted with regard to those.

652. Can

Mr. *Seale-Hayne.*

652. Can you tell us now as to those which are not enumerated in that list?—No, I can give no information with regard to those. I can only give information with regard to the funds upon which I have been consulted.

653. Then in regard to the funds upon which you have been consulted, have you totalled up the surpluses?—Yes. The surpluses altogether would be 207,328*l.*; but, of course, the right honourable Member is aware that the funds are all devoted to separate purposes, some of them very dissimilar to others.

Mr. *Seale-Hayne.*] I am quite aware of that.

Chairman.

654. When were you last called upon to value the assets of the Patriotic Fund?—On the 31st of December last.

655. But are there certain funds which do not come into your cognisance, and about which there is no report in your valuation?—There is no report of mine naturally on any funds that I have not been consulted upon.

Mr. *Seale-Hayne.*

656. But you valued the assets of the Patriotic Fund as lately as December 1894?—December 1894; the account was brought up to the 31st of December.

657. Are you responsible for the figures given in by Colonel Young in his evidence-in-chief 342,910*l.* 17*s.* 2*d.*?—I will refer to the copy of my report which is in the last Report of the Commissioners. To what did that particular figure refer?

658. That was stated to us as being the amount of the capital account, the capital standing to the credit of the Patriotic Fund proper at the close of the last year (*the witness referred*)?—According to the valuation on the balance sheet of my report, the value of the assets, inclusive of the cash in the office and the dividends that had accrued up to that date, was 400,246*l.* That is my estimate of their value in money as on that date. With regard to these face values the sum is not made; but the sum of the face values agrees with the amount sent to me as signed by the auditor. The face values are mentioned, but I have not totalled them as they are hardly analogous. There are 4 per cent. stocks and 4½ per cent. stocks, and 3½ per cent. stocks, and 2¾ per cent. stocks, and I have not added them together because they are of different natures; it would be adding incongruous things together.

659. £342,910 17*s.* 2*d.* is the amount at which the capital account is said to stand on the 31st of December 1894, which represents the nominal face values?—Quite so.

660. The actual valuation put upon those is what?—You must exclude 6,192*l.* for accrued dividends, if you will allow me just to make that little note. (*The Witness made a calculation.*) It would be 394,054*l.*

661. But, including the dividends that had accrued at that time and cash in the office, the amount for which you are responsible stands at 400,246*l.*?—Quite so.

662. As stated on page 22 of the last report?—That is so.

Mr. *Kearley.*

663. In the statement of the assets of the "Victoria" Fund you have "Manchester Ship Canal Debentures"?—Yes.

664. How have you treated that; what sort of valuation have you put upon that?—Those have been valued at 102.

665. They are slightly above par?—Yes, slightly above par; they were purchased very recently slightly above par.

666. They are actuarily considered a good investment, are they?—The Manchester Ship Canal is hardly established yet, and its securities were purchased by the Royal Commissioners, acting, I presume, under the advice of their sub-committee; and there are several distinguished financial authorities on the committee.

667. I am only asking your general opinion as to whether you think those shares are likely to maintain their price in the market?—My professional opinion. The valuation which I have placed upon them is supported both by the price at which those particular debentures were obtained by the Royal Commissioners, acting, I believe, on the very highest advice, and it was also maintained by the price in the "London Daily Stock and Share List," issued by the authority of the Stock Exchange Committee on the date when I made that valuation, which was on the 6th of March last. Since then, we have had the advantage of some subsequent reports and history of the Manchester Ship Canal; but at the date at which I made that valuation this price was fully supported by the price quoted in the public Stock and Share List.

668. I suppose the investment is a very good one indeed?—I think the bulk of the investments throughout the whole of the funds are most excellent investments.

669. I will call your attention to page 7 of the last report, paragraph 4: "with reference to this large surplus of assets 74,136*l.*, we have ameliorated the conditions under which the special old age allowances to widows of 60 years of age and upwards are issued," and so on. I wish to ask you whether the amelioration there said to have taken place had taken place prior to this estimate, or whether they will reduce it, not having been taken into consideration prior to it?—The Report of the Royal Commission is dated the 9th of April 1895. My report on the Patriotic Fund was dated the 27th of February; therefore that statement in the report of the Royal Commissioners would be subsequent to the date of my examination and valuation.

670. Then that 74,000*l.* odd would have to be subjected to this amelioration?—Yes, quite so.

671. £74,000 odd presents itself to you as a certain asset, having regard to the conditions and liabilities as they were at the time when you struck

Mr. *Kearley*—continued.

struck the balance?—Yes, at the 31st of December 1894.

672. Something was contemplated of which you, as an accountant, have had so far taken no cognizance?—That was so not at that date.

673. If you were requested by the Committee could you furnish us with a statement showing the available aggregate surplus assets of the whole of the funds dealt with by the Patriotic Fund Commissioners? ——

Chairman.

674. I take it that if you were called upon to furnish such a statement as that suggested by the honourable Member, you would have no objection to do it?—No.

Mr. WILLIAM TAYLOR, called in; and Examined.

Chairman.

675. YOU hold an important position in the office of the Commissioners of the National Debt?—I hold the post of Assistant Comptroller in the National Debt Office.

676. How long have you held that position?—For the last six months.

677. But you have had much longer service than that in the office?—Yes, I have been upwards of 40 years in the office. I was chief clerk before that.

678. May we take it that you have an intimate experience of accounts and the work relating thereto?—Yes.

679. You have audited the accounts of the Patriotic Fund Commissioners, have you not?—During the five years 1888 to 1892 inclusive.

680. But you have no such responsibility at the present time?—No.

681. You have been succeeded by Mr. Tripp?—Yes, by Mr. Tripp.

682. From what source or authority did you derive your appointment as auditor?—From the Lords Commissioners of Her Majesty's Treasury.

683. Then, acting on the appointment received from the Treasury, your position has been entirely independent of anything like bias or control by the Commissioners?—Quite so; I am not in any way the servant of the Patriotic Fund Commissioners.

684. The Treasury appointed you under the authority of an Act of Parliament?—Under the authority of an Act of Parliament.

685. What Act was that?—The 30th and 31st Vict. c. 98, Sec. 17; it is the Act of 1867.

686. We may take it, without pressing the matter further, that your duty as auditor was in the discharge of the public service, as indicated by the Act of Parliament referred to?—Quite so.

687. Will you describe to the Committee the general method you adopted in preparing the audit; were certain accounts submitted to you at the end of the year, for example, or did you have concurrent observations?—For the first time my audit was a concurrent one. The former auditors audited the accounts once in every twelve months, but I believe at the instance of the present secretary concurrent audit was very strongly pressed, and it was the only successful way of carrying on that audit.

688. Then are we to understand that, not at any particular period during the year, but continuously throughout the year you had the accounts under your supervision?—Yes, during

Chairman—continued.

the whole year through; I went in just when it was convenient.

689. When did that practice commence?—In 1888 for the first time.

690. And it was continued by you till 1892?—Throughout the period of my audit.

691. Then do I understand that before you began the practice in 1888 the concurrent process was not pursued?—No, it was not.

692. Would you mind giving the Committee some idea of the advantage which you think would attach to that system of continuous audit?—At the time that I took up the audit there were many slight discrepancies, and it would have been impossible to follow them out and to rectify them if I had waited till the end of the year. It facilitated the work very much to rectify any little casual errors that may have occurred as we went along.

693. Errors in account keeping, do you mean?—Not necessarily in account keeping, but in connection with the payment of allowances to the recipients of the bounty; differences in names and errors of almost every description in connection with the life certificates. You see, the payments were made quarterly to the recipients, and if there were any mistake in one quarter, it would follow on perhaps, to the two or three next quarters of the year, unless it were attended to at once; and if it was in the first quarter it would not be found out until the end of the year.

694. You are speaking of payments which had undoubtedly been made, but unjustly made to those people?—Not necessarily unjustly; there were some names struck off the funds during the period of my audit, and of course, if the query had not been attended to till the end of the year, they might have had two or three payments more than they actually did.

695. Then was your audit more searching and thorough than the ordinary professional audit of which the accounts of a public company, for instance, would be subjected to?—I should think I went very much deeper into the accounts than a public accountant would, partly on account of my official position, as I considered it necessary that I should maintain my reputation in carrying out that audit, and I went very deeply into it.

696. Then the work of the auditor on your method was more heavy and serious than the ordinary process?—It was a very heavy work.

697. Are you able to express any opinion as to the manner in which the accounts of the Patriotic Fund are kept?—Generally, I should think

Chairman—continued.

think that they are kept in a very satisfactory manner.

698. Accurately and efficiently?—Quite so; thoroughly.

699. Now, turning to your experience in the National Debt Office, you must have had a great deal of knowledge with regard to the system of payment of annuities?—Yes.

700. Can you tell the Committee from your experience whether the machinery in connection with the payment of allowances to the widows and orphans by the Patriotic Fund Commissioners is in your opinion efficient?—I should say it was thoroughly efficient now; it is in a much better position now than it was six or seven years ago. Many improvements have taken place during the last seven years, which have rendered the evidence of the existence of the recipients of the bounty exceedingly good.

701. Have those improvements been made at your suggestion?—No, I do not think so. I can hardly say that any of them have been made at my suggestion. I think that mostly they were initiated by the secretary.

702. But I suppose you found a disposition to accept any suggestions you might make with a view of rendering the accounts more accurate?—Yes, I always found the secretary most ready to adopt any suggestion.

703. In fact, you got every assistance from the secretary to the Commissioners in the conduct of your work?—Yes, the fullest assistance.

704. Have you anything further you would like to state to the Committee arising out of your experience?—I think that the executive work seems to be so thoroughly well looked after now that I hardly know that I could add anything that would be of use in that way.

Mr. *Kearley.*

705. The executive work, you say?—Yes; I meant in relation to keeping the books and all the payments in connection with the allowances.

706. That would apply to the accounts, the book-keeping, and so on?—Yes.

707. You are not in a position to express any opinion as to the efficacy of the executive administration of these funds?—I have never had any authority over the administration.

Mr. *Bayley.*

708. In 1892 you did not sign the accounts in the ordinary way?—In 1892, in my Report on the Patriotic Fund Account, I made a note, "subject to observations in Special Report." That, I think, had relation to the question of salaries. The proper authority under the Royal Sign Manual was not before me, and I had reported upon the absence of that authority in previous years.

709. And then in the Report presented in 1894, at page 31, your successor reported that "The Royal Warrant regulating the office establishment, to which reference was made in my predecessor's Report for 1892, has been received, and the salaries paid to the staff can now be certified as having been duly authorised." So that the practice had been altered?—Yes; the proper authority had been received for the salaries. At page 17 of the Report in 1893, in the final paragraph of my last Report, I stated that we were only waiting for the Royal Sign Manual to be affixed to a scale of salaries which have been fixed by the Royal Commissioners. I rather delayed my Report in the hope that the Royal Sign Manual might be given before I quitted office.

710. There was nothing wrong in the accounts that made you hesitate to sign the accounts?—No.

Mr. GEORGE H. TRIPP, called in; and Examined.

Chairman.

711. THE accounts which are before the Committee for the last year are signed and certified by you?—That is so.

712. Am I right in supposing that you are the clerk in charge of accounts in the Home Office?—Yes.

713. And that you have had extensive experience in the matter of account-keeping?—My experience in the Home Office extends over a period of 17 years. For three years of that period I was assistant accountant, and for the last eight I have been accountant to the Home Office.

714. In a professional sense, outside your duties at the Home Office, you have been a teacher of account-keeping, have you not?—Yes, that was so; at one time I lectured on book-keeping at King's College.

715. You have heard the evidence of your predecessor, Mr. Taylor, from which we have gathered how he was appointed, and in what sense he has discharged his duties in the public interest and without any kind of control from

Chairman—continued.

the Commissioners of the Patriotic Fund?—Yes.

716. May I take it that you would explain your own position in much the same terms?—Yes; the appointment is made by the Treasury, absolutely unsolicited in my case. Lord Welby, when asking me to accept it, was good enough to say that the principle on which the Treasury proceeded was to entrust the audit of this and kindred accounts to those gentlemen who had given satisfactory proof in the management of their own accounts that they were competent to undertake the duty.

717. For how many years have you audited the accounts of the Patriotic Fund Commission?—I am now engaged in the third year of audit, and have reported on two occasions.

718. You reported on the accounts for 1893 and 1894?—Yes.

719. And have you found those accounts accurately and efficiently kept?—Quite.

720. Are they generally up to date, or are they sometimes in arrear?—No, they are invariably

Chairman—continued.

variably up to date; and, if I might be allowed to say so, I think that the system and whole organisation of that portion of the work that comes under my review is very efficient.

721. Do you know anything of the machinery, or have you made it your business to inform yourself as to the machinery, for making the payments to widows and orphans; and do you consider that efficient?—Yes, the system corresponds substantially, I believe, with that adopted by the War Office and the Admiralty for the payment of pensioners, and by ourselves at the Home Office for the payment of pensioners from the Metropolitan Police Force.

722. Are you aware of the fact that at one time the payments were actually made for the Patriotic Fund Commissioners by the War Office?—Yes.

723. And, generally speaking, in your experience the system of the War Office has been followed by the Commissioners in making their payments?—Yes.

724. I take it from what you have said that you have always been afforded the fullest facilities by the Commissioners in carrying out your independent audit of their accounts?—The fullest and the utmost readiness has been shown to accept any suggestions on matters of detail which might be made by the auditor in the course of the audit.

725. Do you follow the method that your predecessor has described of what he called a concurrent audit?—Yes, I am engaged at the present time in auditing the accounts for the month of March, whereas, as accountant for the Home Office, I have not rendered to the Auditor General my own accounts for that month; therefore, the audit of the Patriotic Fund is in advance of the Auditor General's, so far as the Home Office is concerned.

726. I do not want to take you over the same ground as Mr. Taylor has covered, but may I take it that you agree with his evidence, or is there any point of what he stated on which you would like to make any observations?—No; I am in full agreement with all that Mr. Taylor has stated.

727. Have you any further observation that you would like to make to the Committee?—I think not, unless, perhaps, it might be useful to point out that in addition to forwarding the report on the accounts of the fund for the year to the Secretary of the Royal Commission for presentation to Her Majesty and to Parliament, a copy of the report is sent by me to the Treasury, and thus the Treasury is apprised at the close of each year of any circumstances which have come under my notice as auditor.

728. Are you brought into any kind of relationship with Mr. Finlaison, when he is commissioned to make a special actuarial report?—No.

729. Your duties are quite independent of those which from time to time the actuary discharges when he has to make a report?—Yes, entirely.

Commander *Bethell.*

730. You have nothing at all to do with valuing the various funds?—No, my province is

Commander *Bethell*—continued.

to see that the capital of the funds is properly invested; that the proceeds of the sale or redemption of stock are brought to account; and to verify the balances of the stocks shown in the books of the Commissioners at the close of the year.

731. You have some responsibility in connection with the investment of the funds?—Certainly; but merely to see that an investment is duly made, and in the case of those funds which are regulated by trust deeds, that the investment is made in securities authorised by law for trustees.

732. That is to say, you have no responsibility as to the way in which the money is invested, provided in the case of trust funds it is invested in the terms of the trust, and provided that in the other case it is invested?—No, no responsibility beyond that; wide discretionary powers are conferred upon the Commissioners in regard to investments.

Mr. *Kearley.*

733. Will you turn to page 14 of the Report of last year; you report there as to certain sums realising 71,000*l.* odd; do you happen to know what the purchase value of that stock was, the original purchase value; I am alluding to paragraph 2 of your Report?—No, I should only see in the books of the Commissioners which come under my notice the nominal value of the stock. Possibly the records of the Commission may be sufficiently complete to enable the secretary to trace the original cost.

Commander *Bethell.*

734. I did not remember when I was examining you that at page 15 of this last Report signed by you, at paragraphs 5 and 6, there is a statement that "the investment of money belonging to this ('Captain') fund in Metropolitan Consolidated Stock does not appear to be authorised by the terms of the trust deed under which the fund is administered. A similar remark applies to the Eurydice Fund"?—That is so; you will see a note appended by the secretary to the effect that a transfer has been made.

735. They have been removed, you mean?—Yes, they have been invested in other securities.

Mr. *Bayley.*

736. The trustees, I gather, are not allowed to invest in Metropolitan Consolidated Stock; can you explain why they are not allowed?—I did not state in my report that the trustees are not now allowed to invest in Metropolitan Consolidated Stock, but merely that the original trust deed did not authorise that investment. There has been a subsequent extension of the power of trustees by legislation; and the investments were proper ones. Had that been brought to my notice at the time of writing the report I should not have inserted these paragraphs.

737. Then you consider now, from what you have learned since, that they are authorised to invest in that stock?—Yes, although not authorised by the original trust deed by which I was auditing. My attention was afterwards called to the fact that Parliament had by the

Trustee

Mr. *Bayley*—continued.

Trustee Act extended the power of trustees, and that Metropolitan Consolidated Stock and Belfast Corporation Stock would come within the powers as extended by statute.

Commander *Bethell.*

738. The Commissioners varied their trust before the explanation was pointed out to you, although the investment appears to have been a very good one?—Yes, but the Commissioners were within their right in investing as they did.

Commander *Bethell*—continued.

739. But upon your report they varied it?—Yes.

740. And they need not have done so?—No, they need not have done so unless they had chosen. Attention was called to it by my report, and the Commissioners decided to vary it.

Colonel J. S. YOUNG, re-called; and further Examined.

Chairman.

741. YOU have been in the room, have you not, during the examination of the last three witnesses?—Yes.

742. Is there anything that you would like to add to your examination in chief, arising out of anything that has been said to the Committee by these witnesses?—Yes, upon more than one point, if I might; and I would first ask the leave of the Committee to refer to an answer given by Mr. Taylor to the honourable Member for Devonport, with regard to which, perhaps, if Mr. Taylor were asked further upon it, I think it might be satisfactory to the Committee. It was as to whether the efficacy of the administration of the Commissioners of their various trusts came under his province to review or to look at; I think that it might be added to the evidence of Mr. Taylor, if he is willing to concur in what I say, that it is undoubtedly part of the duty of the auditor to see that the administrative provisions of every trust, whether they are laid down by Act of Parliament, by a trust-deed, or by a Royal warrant, are observed, and he, as auditor, is distinctly responsible for seeing them carried out with administrative efficiency in accordance with those provisions.

743. Is it necessary to put any explanation of that kind before the Committee in face of the action of Mr. Tripp in calling attention to investments made, in his judgment, contrary to the provisions of the trust-deed?—I think the honourable Member for Devonport may have gathered the idea that it did not come within the auditor's province to have regard to administrative efficiency in connection with his work as auditing the accounts.

744. The Committee, at any rate, may take it that there we have a direct example of the manner in which the accountant of the Home Office has exercised that judgment; and several witnesses have spoken of what they regard as the administrative efficiency and accuracy with which the Commissioners' work is done. I do not think, therefore, we need pursue that further?—I think that serves my point.

Mr. *Kearley.*

745. I understood Mr. Taylor to testify as to the administrative efficacy in connection with the accounts. The question I wished to put to Mr. Taylor was as to whether he was in any position to testify as to the general efficiency of the administration of the Patriotic Commissioners,

Mr. *Kearley*—continued.

outside that which he has particularised?—It is exactly that point that I desire to bring out. The policy of the Commissioners must, if I may use the expression, be bound by the conditions of the instrument under which they administer their trust; they cannot go outside of it.

746. We are rather prejudicing the whole question of the inquiry, are we not?—I am only trying to bring that out as a point which it is necessary to bring out in the case of the Commissioners, if I may put it so.

Chairman.

747. So far as I have been able to follow the evidence, we may take it that the Commissioners, in administering the Patriotic Fund and the different funds entrusted to them, observe the conditions laid down for them by trust-deeds, by instruments, and by Acts of Parliament, and that the business of yourself in carrying that out under the directions of the Commissioners, and of the different accountants and auditors and actuaries who are called in, is to see that those conditions are observed; but none of the gentlemen who have appeared have expressed themselves as capable of intruding upon what might be called the policy of administration which the Commissioners themselves are alone answerable for?—That is so. My only point is that they cannot go outside of their trust-deeds in a question of policy.

748. Is there any other point you would like to make an explanation upon?—Yes. The honourable Member for Guildford, as you are aware, asked that certain returns might be prepared. These I would desire to put in as far as I have been able to prepare them; but I should like, in putting them in, to explain that the exact return that the honourable Member desired can hardly furnish completely the state of the case as it is now, in comparison with the state of the case as the return was when Parliament ordered it to be furnished in 1870.

749. You are speaking now of a return showing the applications for assistance which have been refused?—Yes, so that I have gone a little beyond the return of 1870, in order to meet the altered conditions of the present time.

750. And over what period are you proposing to put in that?—I have put in returns for the years 1893, 1894, and up to the present time, 1895, strictly in accordance with the form that was used in 1870.

Chairman—continued.

751. But the different conditions on which relief is given during those years as compared with 1871 necessitated some deviation from the actual form?—Hardly that; but if I were to limit the cases strictly to those provided for according to the form of the form of 1870, I should omit a great bulk of cases, the knowledge of which might come to the Committee naturally, as they may be aggrieved, that they cannot get relief, and consequently I prepared, in addition to returns on the form as in 1870, a list of applications received during 1894 and 1895, for relief from the Patriotic Fund but not eligible for relief as having been married after the 1st of January 1858, or giving no evidence of date of marriage. That is to say, we get a letter, an application, stating that the husband served in the Crimean War, and we immediately reply that the conditions of eligibility as laid down by Act of Parliament require that some proof must be given, which can be accepted as satisfactory, that the death of the husband was due to service in the Russian War; again, that the marriage took place before 1858. Then there is another class of cases, which are renewed applications during 1894 and 1895, for relief from the Patriotic Fund from widows married before 1858, which could not be entertained owing to no proof being forthcoming that the death of the husband was due directly to the Russian War service, as required by Section 5 of the Patriotic Fund Act, 1867, or which had been refused, the cause of death of husband not being due to Russian War service. Many of these are renewed, and renewed, and renewed again.

752. Then, if you put in these returns, the Committee, when they have seen them in print, may probably take an opportunity of examining you upon them?—If the Committee would like to do so, I shall be quite prepared. Then the honourable Member for Devonport, in a question which he asked me, said, "May I remind you that the Return of 1871 was prepared at a month's notice?" I should like to put in this letter from the secretary, my predecessor, to the Under Secretary of State for War, to show the great labour and the utter disruption of the office caused by the preparation of that Return, because I rather urged upon the Committee in my answer that there was not the slightest difficulty in preparing the Return, but that, owing to the limited staff in my office, it would be a matter of very considerable labour.

753. Your staff is now much smaller than it was in 1871?—It is just exactly one-third, and we now undertake what they did not in 1871, the direct payment of the allowances; and on the 1st of June, which is very close at hand, the whole office staff is taken up in connection with the machinery for the reception of evidence of the existence and circumstances of the recipients of relief and consequent payments to be made.

754. You have not told us how long it took to prepare the Return presented in 1871?—This is the letter, if I may read it. It is from my predecessor, under date the 5th of January 1871, to the Under Secretary of State for War: "Sir,—I delayed replying to your letter of the 19th December in the hope of being able to give a

Chairman—continued.

definite answer as to the date when the return for Parliament would be ready. The staff of this office is very limited indeed, and the return in question is of a most extensive nature, and has so much interfered with the current work of the office that everything is in arrear in consequence. The return is, however, now completed in rough, but each case detailed in it requires my personal revision before the fair sheets are written. I shall begin at once, and I propose sending the return to the War Office by instalments to enable it to be printed." It took one month more from the time when that letter was written before the return was actually made.

755. The return was ordered when?—In July 1870.

756. And presented to Parliament when?—In February 1871.

757. You think there was no avoidable delay?—Certainly not; for it is a return that speaks for itself as to the immensity of detail that has to be gone through, and the personal labour that is necessary to secure accuracy in those details before it can be completed.

758. Is there any other point you wish to mention?—Another honourable Member asked me a question as to the casualties in the Zulu War Fund. It was as to the discrepancy between the number of widows originally placed upon the fund, 98, and the present number, 25. I think the honourable Member asked me to explain the differences, and I have got them out. There were 10 widows who died; seven were struck off for misconduct; two received temporary allowances; 54 re-married; and that makes up the total with the 25 remaining. In my evidence in chief I stated that owing to the paucity of the fund in the first instance it was not considered proper that widows should have allowances on re-marriage; but we have restored that liability lately. Then the honourable Member for Devonport referred to-day to the question of whether a general actuarial revaluation of all the funds could be prepared up to the latest date, with a view to an aggregate statement being furnished by the actuary as to the surplus upon all the funds administered by the Commission (I think I am right in that?). I have had the necessary statistical particulars made out for all the funds for which we ordinarily seek actuarial re-valuations from time to time by Mr. Finlaison. Of course, these re-valuations are not effected without an appreciable cost in the case of small funds in relation to the cost of management generally. For instance, the "Atalanta" Fund is one of these that would have to be re-valued. The income of that Fund in 1894 was only 295*l.*, and if you turn to page 18 of my statement you will see that the total charge for cost of management was 12*l.* for the year. If you add five guineas to that as the cost of an actuarial re-valuation you bring it up to very close upon 50 per cent. additional; and the only importance that is to be attached to that is this: that the Commissioners, of course, may have adverse criticisms made upon their cost of management, and they have desired in the case of these small funds to make the valuation only at such intervals

Chairman—continued.

tervals as they have felt were absolutely necessary. Consequently that has been done only once in three years. And another reason for the valuation being limited to these periods of three years has been that the trust deeds themselves are so specific in limiting the powers of the Commissioners that there is no great object, so far as the responsibility of the Commission is concerned, in making these valuations very frequent. For instance, in the case of the "Eurydice" Relief Fund no surplus whatever can be taken from that fund until the last annuitant is dead, according to a specific paragraph in the deed to that effect. Therefore, all that I wish to say is that, of course, while the Commissioners are entirely at the disposal of the Committee in furnishing all information as to the actuarial valuation up to the latest dates, the Committee will kindly bear in mind that if we have to bear that cost, it is, so far as the practice is concerned in regard to the smaller funds, a thing regarded by the Commissioners as unnecessary.

Captain *Norton.*

759. Are you of opinion that previously the office was over staffed; you stated, I think, that the office was reduced by two-thirds?—Yes, it was nine before and it is now three. The explanation of that is not very difficult. I am speaking of 24 years ago. There were a great many more recipients upon the original Patriotic Fund at that time than there are at the present day; but a still greater cause for a reduction in the office staff was the simplification of account keeping, and the fact that while in 1870 it was the custom in all Government offices of the day to require an attendance only from 10 to 4, the Patriotic Fund office has been placed upon the seven hours scale; and I think the auditor will bear me out that we are very seldom within the seven hours at the present time, and consequently that accounts a great deal for the smaller number to-day, and therefore it would be hardly fair to say that in that day they were over staffed, because we happen to do the work to-day with a lesser staff, and perhaps a greater amount of work per head.

Chairman.

760. Have you anything further to bring before the Committee?—No, that concludes all that I have to say about the points that were brought before the Committee.

Mr. *Kearley.*

761. On that matter which we have been discussing, in calling for a general balance sheet, there are practically two separate classes of funds with which you deal, those in which the number of beneficiaries is fixed and determined, such as the "Patriotic Fund," "Captain," "Eurydice," "Victoria," and those classes of funds; that is so, is it not?—Hardly, as you put it.

762. Let me put it a little more fully?—But I think I can answer it directly, understanding what you desire.

763. I will state what I consider to be the other class of funds. I think there are two separate classes of funds?—That is so.

Mr. *Kearley*—continued.

764. It will have to be regarded in that way, at all events, in calling for a general balance-sheet. The other class includes funds such as the "Soldiers' Effects Fund," the "Rodriguez Fund," the "Royal Naval Relief Fund," where the persons who are entitled to relief are altogether uncertain. There may come a war that may throw an enormous number of people on those funds, and consequently the surpluses that might be stated now would be misleading. But as regards the first class of funds, unless, of course, it is decided to increase the allowances, if it is once determined that the basis of a pension and so on shall continue, as it is now, there would be no difficulty, would there, in lumping the whole of those funds together, subject always to the terms of the trust, so that where it was found that there were detachable surplus assets, it could be dealt with at once for other purposes?—Well, the honourable Member has addressed to me a long question, and, if I may say so, it is one which involves a great deal that is argumentative; but I would prefer to take at once one illustration of his classification which is slightly faulty. The Patriotic Fund cannot be classed in the same classification with the "Captain," the "Eurydice," and the "Atalanta" Relief Funds, for this reason: Parliament has said by the Patriotic Fund Act of 1867 that the widows of any men who died in or by service in the Russian War shall be eligible for pecuniary relief. We have cases every day, I might almost say, of applicants for relief, and it is perfectly true that few get relief, but some do; and if the honourable Member will look at the latest Report of the Royal Commissioners, he will see that the Commissioners say that if Her Majesty's advisers advise Her Majesty to extend the provisions of the Act of 1867, it will be their pleasure to place upon the Patriotic Fund such an additional number of widows as in their opinion the fund will permit.

765. Going outside the trust conditions?—It cannot be said to be going outside the trust when Parliament itself would grant the authority.

766. You admit that the Patriotic Commissioners could invoke the aid of Parliament to enlarge the conditions of the trust?—Many of my answers in evidence-in-chief were directed to show as conclusively as possible that the policy of the Commissioners from 1867 has been dictated by the Legislature, and from the Legislature by the Government of the day.

767. We are rather digressing, I fear. The point I wish to make perfectly clear is that in the case of certain funds the number of beneficiaries is fixed and determined, and I wish to know whether the Patriotic Fund is not one of those funds?—Certainly not.

768. You reply by saying that according to the conditions under which you administer that fund you are bound to admit as beneficiaries those that have some sort of connection with soldiers who served in the Crimean War?—That is so.

769. While you urge that you have not been able to arrive at a determination of who those people may be; do I understand that there is

Mr. *Kearley*—continued.

still an outstanding balance of people that are entitled to the benefits of this fund in connection with the war of 1854 that have not yet received their benefits; is there still a contingent liability on this Patriotic Fund in connection with those that are entitled to its benefits?—Undoubtedly; if they can prove that their husbands' deaths were due to service in the Russian War.

770. Surely you would not say that you were not able to take an estimate of that?—I should say that any man who was rash enough to make an estimate of that would hardly be justified by events; for we have reached that period in relation to the Crimean War in which deaths are taking place to a far greater extent than they did even five years ago of men who were actually wounded in that war; and evidence has come to us in individual cases which we cannot ignore that the wounds may have contributed even in these late days to the death of the man.

771. Very well, I will not press the point. We understand that you differ; you say that the number of beneficiaries on the Patriotic Fund is not fixed and not determined?—Clearly.

Mr. *Bayley.*

772. Clearly there is further liability, because there may be some who may say that the man's life was shortened by wounds received in the Crimean War. I can bear you out that in one case an affidavit was made by a medical man that the man's life was shortened from that cause; that he did not die of wounds received a few years ago but of wounds received in the Crimea?—I will give an instance. Last week there came an application vouched exceedingly well that the man's death was due to rupture which he sustained in the Light Brigade Charge at the Battle of Balaclava; and that man's widow has been put on the Patriotic Fund from the 1st of April with an allowance of 8*s.* a week.

773. There have been very few of those cases?—Very few. But what I wish the Committee to appreciate is, that the Commissioners have in their last report indicated that the surplus in regard to the Patriotic Fund of 74,000*l.* warrants them in submitting to Her Majesty, that if Her Majesty's advisers think fit, they see no objection to the application of the Patriotic Fund being widened.

Chairman.

774. But as a matter of fact under the Act of 1867 the funds are made available for the children of those who have fallen in any other war?—That is so.

775. And further, of the children of those who may hereafter lose their lives in the service of the Crown?—That is so. I only wanted to clear up in the honourable Member's mind that the Patriotic Fund cannot be classified with the "Captain," the "Eurydice," and the "Atalanta" funds, which cannot be applied, as long as the trusts are observed, to any but the widows and orphans of those who actually went down in these vessels. In these cases the number is limited and cannot be exceeded, and the Commissioners are bound to carry out the provisions of those deeds; but that does not apply to the Patriotic Fund.

Mr. *Kearley.*

776. I think it would be desirable if we maintain the sequence of your evidence-in-chief, and therefore I shall commence my questions by questions relating to the main Patriotic Fund. We have had the opportunity of reading your statement of the 30th April, and listening to your evidence of 3rd May and 10th May, and it appears from your reply to questions that you maintain that in passing the Acts of 1886 and 1867 Parliament had no intention of condoning the building of the school and the large sums taken from the fund and devoted exclusively to its maintenance?—I think I can best answer that by quoting the Act itself.

777. Will you allow me to put it to you; would you mind answering yes or no as to what I clearly understand to be the result of your evidence?—I do not want to fence with the question at all, but putting into my mouth the word "condoning," and asking me to say yes or no, seems to me to be interpreting the actual wording of an Act of Parliament, which speaks for itself as to what was the object of the Act of Parliament.

778. Will you quote it?—The Act of 1867 says: "And whereas the Executive Committee of the Commissioners thereby appointed" (that is, under the original Commission of October 1854) "have appropriated part of the fund for the erection and endowment of a girls' school, known as the Royal "Victoria" Patriotic Asylum, and have appropriated the other part of the fund for the endowment of a boys' school, and have appropriated other parts of the fund for the purposes described in the Schedule to this Act, and the appropriations aforesaid have been adopted by the Commissioners, and have been from time to time approved by Her Majesty, or been specified in the Reports of the Commissioners made to Her Majesty, and laid before the Houses of Parliament; and it is expedient that the appropriations aforesaid be now confirmed by Parliament."

779. That is the Act of 1867?—Yes.

780. But may I invite your attention to the preamble of the Act of 1866, which you will read: "Doubts have arisen respecting the power of Her Majesty to give directions concerning the application of the fund further, or other than those contained in the said Commission"?—Yes.

781. You do not consider that as having been taken as condoning the building of the school; because I contend that in the original Commission you had no such powers, and that you were going outside the powers of the original Commission in building and endowing those schools?—Well, it seems to me that the direct answer to that is this: that the Act of 1867 cancelled the Act of 1866; it has no more life.

782. That is not the point; the point is as to whether you had power under the original Commission to build and endow those schools?—Well, then the preamble throws doubts not upon the power of the Commissioners to do this, that, or the other thing, but the power of Her Majesty to give directions concerning the further application of the fund; and, therefore, the Act of 1867 was passed; but in no paragraph of that Act, as far

Mr. *Kearley*—continued.

as I know, will it be found that the view is taken that thereby Parliament was required to condone the appropriation. It is distinctly stated in the paragraph which I read from that Act that all these Acts have been approved by Her Majesty, and that they have been laid before the Houses of Parliament.

Chairman.

783. May we not take it, as Mr. Kearley has suggested, that the Act of 1866 recognised that a doubt had been raised as to whether the powers under the original Commission covered the erection of these institutions; whereas, the Act of 1867 succeeding that of 1866 confirmed everything that had been so done?—No, I am sorry I cannot accept that at all; because the Preamble of the Act is perfectly clear as to what its object was; not that there was any doubt as to the power of the Commissioners, but that doubts had arisen as to the power of Her Majesty to give directions as to the application of the fund, other than those contained in the said Commission.

Mr. *Kearley.*

784. My view, and I think that of the Committee generally, is that there was no authority, either expressed or implied, in the original Commission for the building of these schools, and that, therefore, the Act of Parliament was necessary; you do not agree with that?—Certainly not.

785. You maintain that the Commissioners were not going outside their trusts in building and endowing these schools?—Certainly.

786. Can you point to any powers given to you under the Royal Commission to build these schools?—The Royal Commission, I think, although a lengthy document, was drawn exceedingly widely; and it must be remembered that there was no question raised even in 1866 as to the power of the Crown to sanction appropriations under the Commission of 1854, and, as I have pointed out, the Preamble of the Act of 1867 distinctly recognises that all the acts done by the Commissioners prior to the passing of that Act had received the Royal approval; and as regards the Royal Victoria Patriotic Asylum, it is a matter of history that the Prince Consort was the President of the Royal Commission originally, and that he personally took a great interest in the founding of the Royal Victoria Patriotic Asylum.

787. I think we know that; I think that is historical; and I understand that you still adhere to the idea that this Patriotic Fund was to be used for benefiting those that fell in the Crimean War?—Certainly.

788. And yet you set aside a large sum of money to endow these schools for girls' and the boys' school; could you not have foreseen that in a few years it would be impossible to fill these schools with orphans of the Crimean War?—Of course, the honourable Member is referring to matters about which personal cognisance on my part is a matter of impossibility. I can only go to sources of information which are open to every one, and I pointed out in my evidence-in-chief, that in the Second Report, Paragraph 5, the Commissioners undoubtedly express their view that the building of the Royal Victoria Patriotic Asylum was in accordance with the instructions of Her Majesty, and that they decided to appropriate this endowment as a permanent memorial of the public generosity evoked by the circumstances of the Crimean War.

Mr. *Kearley*—continued.

789. I noticed all that, but that is the opinion of the Commissioners. You do not point to a single paragraph in the original Commission to justify the Commissioners coming to that decision?—I point to the words of the Commissioners themselves, "We also considered it in accordance with our instructions from your Majesty to make a further provision for the objects of our care in such a manner as would confer permanent benefits on the two services."

790. I am trying to ask you to point if you can to the evidence of the Commission under which you were entitled to act at the outset; I will not press you further upon that, but the fact is that at the present moment there are no orphans naturally from the Crimean War in the Victoria Asylum?—Hence the authorisation granted by Parliament in the Act of 1867 to apply the benefits of the Patriotic Fund to the orphans of other wars, and ultimately, indeed, when there was no such orphans available, to those of men who might die in or by reason of ervice in the Navy or Army.

Captain *Norton.*

791. It was clearly an error of judgment or mismanagement to erect this Royal Victoria Asylum for the education of a limited number of children, the Commissioners knowing that after a very limited time these children would disappear and grow up, and that this large institution would be thrown upon their hands?—That is an *ex post facto* judgment.

Mr. *Kearley.*

792. Now, you have only been connected with the Patriotic Fund in recent years?—Yes, that is so.

793. But you know its history very well; thoroughly?—I hope so.

794. There was an inquiry held at the instance of the War Department and the Admiralty into the administration of the Patriotic Fund; we have all this correspondence dealing with it. I believe Sir Robert Hamilton presided at that inquiry?—He was associated with Sir Henry White and General Hutt.

795. I put it to you in a general way, that the whole of the difficulties that arose in the administration of this fund proceeded from the building and endowing of these schools, which I maintain you had no authority to do, and that the final outcome was that the boys' school had to be sold. There was a large expenditure of money in connection with that. This inquiry brought out all kinds of abuses in these schools, many of which or all of which can be traced in the Parliamentary Debates, and in your own reports, and the general management of the schools was chaotic and the wasteful expenditure was extreme. Is that a fair recital historically considered of what happened up to the time that Parliament held

Mr. *Kearley*—continued.

the inquiry when they threatened to dissolve the Commission?—If you are asking for my own judgment, I should say that is a very partial view indeed of the state of affairs that was brought to light in 1880.

796. I do not want to go very deeply into the past, but everything that I suggest is suggested from statements made in your own reports. The only point I want to make is that you were outside your powers in building these schools. However, we will pass on now to what passed after the Acts of Parliament were passed; at all events, the Acts of Parliament of 1867, and the Supplementary Commission of 1868 confirmed these appropriations. Then they go on to direct the Commissioners to apply the funds on three bases: first to widows of the Russian War only?—That is so. You will find that on page 3 of my statement extracted in full from the Act.

797. "First, in relief of widows and maintenance, education, training, and advancement of children of soldiers, seamen, and marines of our Army and Navy who lost their lives in battle in the late *War with Russia*"; and so on; secondly, in relief of orphans of "any other war"; thirdly, in the maintenance of children of men who had lost their lives through "casualties sustained, or disease contracted in the service of the Crown." Now can you inform the Committee, roughly, what has since been done for orphans mentioned in the two last clauses other than admitting them to the schools?—In my examination-in-chief, I gave the amount of pecuniary expenditure under that head which had taken place up to 1879 and after 1879; that is, 8,286*l.* 11s. 2*d.* on behalf of the education of orphans of officers; and of course there has been the expenditure, if you like to place it in the same category, of the Roman Catholic Orphans Fund; and it might be fair to put it in that category, inasmuch as the Roman Catholic Orphans Fund was created out of the money realised by the sale of the boys' school.

798. That was in 1890?—1882.

799. It was made a special item for the first time in the report in 1890, but it came in in 1882?—Yes, it was always included at the bottom of the actuarial report of the Patriotic Fund under the heading of "appropriated to Roman Catholic orphans," so that it has always appeared really.

800. Does that represent all that has been done for orphans eligible for relief under the second and third provisions of the Act with which we are dealing?—That is so as regards pecuniary aid, with the exception of the trifling amounts that have been paid out of the Rodriguez Fund.

801. Now, I have before me a table showing the number of orphans receiving relief from the original Patriotic Fund, *the* Patriotic Fund, which shows that the numbers which were in 1882, 75 children of officers, and 103 children of non-commissioned officers and men, have gradually dwindled down to eight of the former and 10 of the latter in 1894. Having regard to the clauses of the Act of 1867, may I ask if these are the only persons coming under these two categories who are now considered entitled to relief?—Certainly.

Mr. *Kearley*—continued.

802. The only people that are on the fund entitled to relief as orphans?—Yes.

803. And I think from one of your answers I may suggest that the Commissioners, from time to time, have bewailed their want of power to find suitable persons for relieving. I do not wish to overstate the character of your reply, but you do feel that you have these funds available and you cannot find people suitable to come and participate in them?—The "Rodriguez" Fund, do you mean?

804. No, I am speaking of the Patriotic Fund?—Excuse me, I never gave such an answer as that. Without going back into my evidence I think what I said was that we have kept the Royal Victoria Patriotic Asylum and the Roman Catholic Orphans Fund absolutely full.

805. This was the question put to you by the Chairman, Question No. 143 on the 3rd of May: "Are you able to say that there have been no cases really of indigent and necessitous persons brought under the notice of the Commissioners in aid of whom this money might have been applied?"—That is with regard to the "Rodriguez" Fund.

806. I rather took it that it governed the Patriotic Fund, as you mentioned that it was to be applied for like purposes?—I think we did get a little mixed in that part of my examination.

807. Still, that is your explanation: that you intended it only to apply to the "Rodriguez" Fund?—Yes; certainly.

808. Then you could not, at all events, as far as the "Rodriguez" Fund was concerned, find people who could participate in the advantages of the fund?—Under the terms of the "Rodriguez" Fund; not under the terms of the Act of 1867 that you were asking about.

809. Now, as to the Patriotic Fund, under the third clause you were intended to educate and maintain and advance the children of those who lost their lives in the service of the Crown. Now, surely there have been many wars in recent years in which men have been killed; there have been many men that have lost their lives in the Navy, for instance, falling from aloft; do I correctly understand that all those that might have a claim have been considered?—The application of the Patriotic Fund under those two clauses is limited entirely to the placing of orphans in the Royal Victoria Patriotic Asylum and in orphanages under the Roman Catholic Orphans Fund.

810. Limited by whom?—Limited by the endowments, by the funds available, and by the Act of Parliament.

811. Do you say by the Act of Parliament?—I say by the Act of Parliament and the funds available.

812. May I divide that statement; may I ask you where, under the Act of Parliament, these benefits are confined to admittance to the Royal Patriotic Schools?—In times past several orphans of other wars have received allowances; and, as a matter of fact, one such is still included in the accounts of the Patriotic Fund; but the honourable Member will remember that in 1880 the financial crisis that arose made it impossible for the Patriotic Fund Commissioners

Mr. *Kearley*—continued.

sioners to discharge fully the obligations that they had incurred under their previous Commission.

813. I do not want to go back to 1881; I want to deal with this Act; under this Act there are certain conditions set out under which you can administer these funds?—That is so.

814. There is no restriction in this Act that these benefits shall consist of admission to the Royal Patriotic Asylum?—Certainly not.

815. Under Clause 3 you have power to maintain, educate, train and advance "children of other soldiers, seamen, and marines of our Army and Navy who have lost or hereafter lose their lives in the service of the Crown, or by, or in consequence of casualties sustained, or disease contracted in the service of the Crown"?—That is so.

816. Do you maintain that you have met all that is intended in that clause?—Certainly.

817. And also all that is intended in Clause 2?—Certainly.

818. Now, since 1882 the Patriotic Fund, according to Mr. Finlaison's valuation, has shown a larger and constantly increasing surplus until 1891, when the pension list was revised, and now it again shows an increase; the charges that you threw on the fund in 1891 diminished the surplus from 112,000*l.* in 1890 to 65,000*l.* in 1891; but since then it has been steadily increasing again in spite of those charges placed on the fund, and we have heard from Mr. Finliason that the surplus of 74,000*l.* in 1894 was arrived at after the most stringent valuation used by actuaries; you have heard Mr. Finlaison's evidence?—I heard that evidence.

819. Do you allege on behalf of the Commissioners that there have been no applicants during these 14 years, who could have been relieved out of these surplus funds under the powers of the Act of 1867?—My answer to that is, that the Commissioners before entertaining an extension of the benefits of the Patriotic Fund to persons who had not already been admitted to its benefits, were bound by a clause in the Act of 1867, to continue and extend the benefits of the fund, as they were before the financial crisis of 1880, to those that were already on the fund; and it is in pursuance of that policy that increasing liabilities commencing with that which the honourable Member has referred to in 1891, have been undertaken up to the present time; but if the honourable Member will refer to this very last report that has been issued by the Commissioners he will observe that they themselves were surprised at the increased surplus which was disclosed at the 31st of December 1894.

820. May I deal with the statement that you have just made; you stated that these increases made in 1891, were occasioned by the apparent increasing surpluses; you found that you had large sums of money available, and consequently you decided to become more liberal in 1891?—The first step was to restore to the grants which had been in force before the financial crisis in 1881 those that were already on the fund entitled thereto.

821. That is not quite my question; my question is this, that in 1891 it became apparent

Mr. *Kearley*—continued.

to you that your surplus assets were largely increasing, and that in consequence of that you made these further concessions to beneficiaries?—That is clearly so.

822. Now, I have a statement here of the visible surplus assets of the Patriotic Fund, extending from 1881 to the present moment; in the year 1890, that is the year prior to your making these additional grants, the visible surplus assets, according to your own report, were 112,000*l.* odd; in 1889 they were 111,000*l.*; in 1888, 109,000*l.*; in 1887, 106,000*l.*; in 1886 they were 97,000*l.*; in 1885, 93,000*l.*; in 1884, 84,000*l.*; in 1883, 80,000*l.*; and so on; how was it that these assets, which were visible, at all events, to the extent of allowing you to expose them in your reports, did not lead the Patriotic Fund Commissioners to take steps earlier than 1891 to confer additional advantages on the beneficiaries already on the fund?—The answer, I think, is perfectly clear. The numbers in those earlier days, about 1884 and 1885, of the personswhom they afterwards restored to full allowances, were such as the figures given in the year 1891 prove, I think conclusively, would have been more than the fund would have borne; and therefore, it would obviously have been an unwise thing to have dealt with the surpluses earlier than they did because of the liability that followed necessarily upon dealing with the first class of annuitants, that is, the re-married women who had been deprived of restoration to full allowances before those dates.

823. But whilst the surplus assets were increasing the number chargeable on the fund were largely diminishing year by year; that is the feature of the whole fund, that the widows and re-married women and orphans year by year were declining in numbers, and the whole time the visible surplus assets were augmenting rapidly?—That is so, but if the honourable Member has followed me, it was a question of the exact moment at which it was safe to commence to incur these great liabilities for increases of allowances.

824. The moment was 1891 in the opinion of the Commissioners?—In the opinion of the Commissioners.

825. Now, have not the Commissioners formed some idea of their justification of this policy in consequence of the instructions from the War Department to hold the balance of this fund to form the nucleus of some other fund?—In my evidence in chief I endeavoured to emphasise the fact that in 1881 the Government of the day indicated a distinct policy to be followed with reference to the surpluses of the various funds; but there was no direction to the Commissioners to regard these as to be held up for an indefinite period; and the evidence of that is that, in regard to the Patriotic Fund, the Commissioners have this year arrived at the conclusion, in consequence of the valuation of Mr. Finlaison, showing an unexpected large surplus, that the time has arrived in regard to the Patriotic Fund only, when an extension of the application of the funds or its surplus can be carried out in accordance with the policy indicated by the Legislature in the Act of 1881.

826. Yes

Mr. *Kearley*—continued.

826. Yes; but under the Act of 1881 you had no power given you to (if I may use the word, you will understand that it is not in an offensive sense) hoard up these funds; you had no power given you by the Act of 1881 to save these balances till some future period when you might utilise them for some special fund, the fund indicated in that correspondence which took place between the Secretary of State for War and the Patriotic Fund Commissioners?—It would be obviously absurd, if I may say so, to put into an Act which was an enabling Act a saving clause of that nature.

827. The Act of 1881 gave you power to do at any moment what you really decided to do in 1891, and have not done yet in 1895?—Hardly; I think the honourable Member, if I may say so, has not quite grasped the order laid down by that Act. That Act says that it shall be lawful for Her Majesty to issue a supplementary Commission to give effect to the clauses. Obviously that is not a thing within the power of the Commissioners; that is a thing which can only be carried out under the advice of Her Majesty's advisers.

828. How do you propose, now, to get Her Majesty's advisers to exercise that power; you say now you have arrived at a decision that something ought to be done with these surpluses, and you are going to invoke the aid of the Act of 1881; how do you propose to get Her Majesty to issue this supplementary Commission; are you going to apply to Parliament, or to make an application direct to Her Majesty?—We cannot approach Her Majesty direct in such a matter.

829. Then you will approach Her through Parliament?—No, through Her Majesty's advisers.

830. Through the Government of the day?—Through the Government of the day.

831. That is the machinery that you are going to put in motion in order to utilise this large surplus that you have in hand?—I would rather put it in this way: that as the Act of 1881 was an Act passed by the Government of the day on their own initiative, and that, as it provides a certain process, the Commissioners may call attention to the process, as they have done in the 33rd Report to Her Majesty.

Chairman.

832. Would you mind telling the Committee the provision made in the Act of 1881 for the treatment of surpluses?—Yes; it is Section 4: "It shall be lawful for Her Majesty from time to time by supplementary Commission under Her Royal Sign Manual to direct the Commissioners of the Patriotic Fund to apply the Patriotic Fund, and the income and accumulations thereof, or any parts thereof (so far as not appropriated for the Royal Patriotic Asylum for Girls, and for the purposes mentioned in the Schedule to the Patriotic Fund Act, 1867, and so far as not required to meet liabilities and claims existing prior to the date of such Commission), for such purposes for the benefit of the widows and children of officers and men of Her Majesty's military and naval forces, and in such manner as may be directed by the said Commission, and so far as any direction in the Commission does not extend, as the Commissioners from time to time think expedient."

Chairman—continued.

Mr. *Kearley.*

833. That Act is a dead letter at the present time?—Hardly; it has been always before the Commissioners.

834. Which part of it have the Commissioners utilised?—In regard to policy.

835. Have the Commissioners utilised the powers given to them under Section 4 of that Act in any way?—My answers have been directed to show that, in the opinion of the Commissioners, the time had not arrived ——

836. That is not a direct reply to my question. I asked you whether the Commissioners had availed themselves of the powers given to them under this Act?—I will answer that by saying that the Commissioners would, in their opinion, have been wrong in taking any steps to detach a surplus from a *corpus* which undoubtedly had to meet liabilities which had been created by legislative Acts and Royal Commissions.

837. Have the Commissioners taken any steps to let officers of both services and the public generally know that there are this and other surpluses of funds available for orphans?—Obviously, for the reasons I have given just now, it would be going beyond the duty of the Commissioners at the present time.

838. And no steps have been taken to give them publicity?—Is it right to press me upon a point making want of publicity to these surpluses——

839. I do not wish to make it in any way such as you suggest; I merely want to know whether you have made a practice of advertising that you had these surpluses, and that really you would be glad to hear of available orphans?—I think the greatest publicity is given by the fact that all the Reports to Her Majesty by the Commissioners are presented to Parliament, and, as a matter of fact, every one of these Reports is commented upon every year by the papers.

840. Supposing I were to go to Aldershot and stop the first soldier I met and ask him if he knew the Patriotic Fund, and that there were available surpluses in the hands of the Patriotic Fund Commissioners, do you think he would be perfectly aware of that fact?—It would depend upon whether he was married or not.

841. You think that is the only qualification?—I think the Patriotic Fund is very well known at Aldershot.

842. We will pass now to the "Soldiers' Effects Fund," which shows even a larger surplus than the Patriotic Fund, a surplus likely to increase many thousands of pounds every year. You have already given us in your evidence the history of the formation of this fund, and you have quoted from the Royal Warrants as to its disposition. Now I wish to call your attention to a paragraph in the second Warrant, which is now, I believe, the authority on the subject. You state in your reply to Question 323 that not only has this fund provided for the families of those who lost their lives in the Egyptian Campaign, "but of all subsequent campaigns, whatever they may have been, and for all

Mr. *Kearley*—continued.

all cases of those who come under the second category, dying from injury directly traceable to military duty;" can you inform the Committee how many have been relieved from "other" campaigns, and how many of the second category?—What other campaigns do you refer to?

843. The other campaigns that have transpired since the Egyptian Campaign?—I could tell you by reference to the books. I could say off-hand that widows of men who fell in Burmah have been relieved.

844. The words of the Warrant are, "shall be applied in payment of such compassionate, annual, or other allowances to the widows and children or other dependent relatives of soldiers dying on service, or within six months after discharge, and generally in such manner for the benefit of such widows and children or other dependent relatives of soldiers dying as aforesaid." Then we have, under the heads of (*a*), (*b*), (*c*), the qualifications set out: "(*a*) Were killed in action, or died of wounds received in action, or from illness which can be directly traced to fatigue, privation, or exposure incident to active operations in the field, within 12 months of sustaining such wound or contracting such illness; (*b*) Died from an injury directly traceable to military duty within 12 months of sustaining such injury; (*c*) Died from illness directly traceable to fatigue, privation, or exposure in the performance of military duty." Now, I have before me a tabular statement, taken from the Reports, of the numbers of widows and orphans on the funds since 1884, which has steadily decreased since 1886; and the point I want to put to you is this: that since then we have had continuously small wars and campaigns in India and West Africa in which British troops have been engaged; in fact, I think you referred to losses which have been reported quite recently; have you had no recent claims arising from these wars which can be relieved from the "Soldiers' Effects" Fund?—I should say that there were no cases that we know of that have not been relieved, inasmuch as the War Office, having transferred to us this fund, makes a practice of transferring to the Commissioners all cases that come within its cognisance of widows and orphans of men who have died from wounds or sickness sustained in warlike operations.

845. Let me call your attention to the increase in the assets. In 1885, the surplus assets were 21,974*l.*; in 1888, they had risen to 57,000*l.*, roughly; in 1890, they had risen to 71,728*l.*; in 1892, they had risen to 93,356*l.*; and in 1893, to 100,334*l.*; what explanation can you offer of this increase in the surplus?—The increase is absolutely certain to go on if there should occur no war in which European troops are engaged; for the Secretary of State for War, in notifying the issue of the Royal Warrant which constituted the "Soldiers' Effects" Fund, intimated that the grants of allowances under the Warrant "shall extend to all cases of death arising from war services since the 1st July 1882;" and "if the allowances so granted should not absorb the whole of the sum (which they did not), the balance of the fund should not be appropriated in granting allowances for other

Mr. *Kearley*—continued.

than war services, but should be kept in hand as a reserve fund to meet any extraordinary demand." And I may supplement that, following up a thought which occurred to me from the honourable Member's previous question as regards Indian wars, that the widows and orphans of native troops, which are those which are mostly employed in these frontier wars, would not be eligible for the "Soldiers' Effects" Fund, inasmuch as the "Soldiers' Effects" Fund is created entirely by the effects of European soldiers.

846. You attach more importance, apparently, to the communication of the Secretary of State for War, which I maintain was most irregular, than you do to the Royal Warrant. The Secretary of State for War endeavoured to lay down conditions upon which you have acted, which were in no way expressed in the Royal Warrant; and have you not taken this action of holding up this surplus simply because of the condition laid down by the Secretary of State for War in that communication to which you have referred?—Undoubtedly.

847. May I ask you this question: if the Royal Warrant had been acted upon in its entirety you would not have had these available assets which you have now; but it is simply in consequence of acting on the communication of the Secretary of State for War, instead of acting on the terms and conditions expressed in this Royal Warrant?—That is so; but if, on the other hand, the fund had been applied, as the honourable Member's question must be followed up logically, to the widows of those men who died in ordinary service every year, the fund would simply have been applied to a favoured few, because it would have been absolutely insufficient to have continued to meet the cases from year to year.

848. Surely it is a favoured few that are getting the advantages now?—But under conditions of war service.

849. But as laid down by the Secretary of State for War, and not as laid down by Her Majesty; he overrides the acts of Her Majesty, and sets up conditions never considered essential by the words of the Royal Warrant?—I think the honourable Member must have lost sight of the words of the Royal Warrant, which says, "Preferential consideration is to be given to the widows and children of soldiers on the married establishment," &c., &c.

850. He says, if the allowances so granted should not absorb the whole of the sum, the balance of the fund should not be appropriated in granting allowances for other than war services, but should be kept in hand as a reserve fund to meet any extraordinary demand; but the Royal Warrant says quite the contrary: "shall be applied in payment of such compassionate, annual, or other allowances to the widows and children or other dependent relatives of soldiers dying on service, or within six months after discharge" (I read this before), "and generally in such manner for the benefit of such widows and children or other dependent relatives of soldiers, dying as aforesaid;" and then come the clauses (*a*), (*b*), and (*c*)?—All Royal Warrants are drawn widely, so as to draw into the

Mr. *Kearley*—continued.

the net all conceivable cases; but anyone who has any experience of Royal Warrants knows, I think, that the Secretary of State for War is bound to give his interpretation of the Royal Warrant. Of course, I am speaking as one who has had 27 years in the Army, and I cannot ignore the experience that I got in it; and I should say that it was obvious that the Commissioners, having been granted this on a Royal Warrant, in which there is a clause that the fund may be taken back any time that the Secretary of State for War chooses to advise Her Majesty so to do, could not ignore the instructions of the Secretary of State for War as conveyed at the very inception of the fund, and on the transfer of the first *corpus*.

851. I will not press you further on that point, except just once more to ask you whether you admit that the Royal Warrant has not been acted on in its entirety; that you are acting on a letter of the Secretary of State for War which overrides the provisions of the Royal Warrant?—Subject to the provision that "preferential consideration" is to be given in the order stated.

852. Why has it been decided, contrary to the practice of other funds, not to make any allowance to re-married women, seeing that the "Soldiers' Effects Fund" is in what may be called a state of repletion? You do not give the same advantage to re-married widows under this fund as you do in other funds, though you have plenty of assets to justify your doing so?—Because obviously of the enormous contingent demands that may arise at any moment if there was to be an extensive war involving extensive military operations, and consequent possible extensive mortality amongst the soldiers engaged.

853. I may take it that that is in continuation of the policy of allowing these assets to increase to meet contingencies that may or may not arise; that you allow the "Soldiers' Effects Fund" to go on increasing year after year; that you are allowing this fund to increase as it has increased from 1885, when the surplus was 21,974*l.*, to 1894, when there is over 100,000*l.* balance to meet the claims that may be made upon it in the event of our being engaged in war?—Yes.

854. And this process is intended, so far as the Commissioners are concerned, to go on until this war arrives?—With the concurrence of the Secretary of State for War.

855. If this war does not arrive, the fund may go on increasing till it gets to a million?—Very likely it will, if the happy circumstance should continue long enough of there not being a war.

856. You think, in the meantime, there are no further claimants that might be admitted to the benefit of this fund to be found under the terms of this Royal Warrant?—I certainly could not say that, because with reference to the third category, (*c*) I endeavoured in my previous answer to say that if the fund was to be applied to that category it would only be a favoured few that would get on to the fund, as the numbers every year that died under that category were far too numerous for any such small fund as this, for small it is, after all, in relation to the

Mr. *Kearley*—continued.

strength of the Army, and the possible number of widows that are created each year by mortality from ordinary service.

857. The number of widows on the fund now is much less now than at any other period?—That number must go on decreasing.

858. And the assets increasing?—They must go on increasing.

859. With regard to the charge for management of this fund, do you consider that the principle of charging 4 per cent. on the income of each fund is a sound one?—If you turn to paragraph 26 of my Statement, page 17, I think the actual expenditure for 1894 gives you an absolute proof that that figure is as nearly as possible the actual cost, 3·91 per cent., being the cost of the actual office, salaries and expenses.

860. Four per cent.?—Yes, really it is the same thing.

861. Let us see how that principle works out in this particular fund, the "Soldiers' Effects Fund." The number of widows and orphans relieved in 1894, was 164, and the charge for managing 179*l.*, that is more than a pound a head; do you not consider that rather high?—I call the criticising of the management on that basis altogether unreal and illusory; it has no relation whatever to the work that is done in connection with that fund, which cannot be disclosed in the number of people placed upon it. The "Soldiers' Effects Fund" is a fund that brings us continual work; the claims do not get relieved in the shape of pecuniary allowances, but the applicants for relief from the "Soldiers' Effects Fund" continue in a continuous stream, and we relieve them through our educational endowments in affording maintenance and education for their children.

862. In spite of the many applications, the amount paid for allowances in 1894 was only 1,083*l.*?—But I have explained how that is; the widows are decreasing every day.

863. I am not questioning it, I am only stating the fact; so that the charge for management was more than 16 per cent. of this amount?—I contend that that is utterly illusory and unreal; it is an unfair way, if I may put it so, of criticising the management of the Patriotic Fund Commission. The Patriotic Fund Commission must be taken as a whole; it works all these things under one roof, and to separate out the work of each of them upon one basis, and then take it on another basis with regard to another fund is not fair.

864. You do not think it fair to separate out a single fund?—Certainly not to take it per head.

865. Referring to your memorandum of the 30th April, page 18, you will see that you have yourself invited this mode of comparison by showing that the percentage of cost of management of the "Thunderer" Fund, a fund administered separately, is 15·27 on the allowances made?—That is so.

866. I simply adopt the same method of comparison; you take exception to it when applied to the "Soldiers' Effects Fund," but your own argument supports it by applying it to the "Thunderer" Fund; you work it out to apply

to

Mr. *Kearley*—continued.

to the "Thunderer" Fund as 15·27 per cent., and I work it out to this fund to be 16 per cent.; you do not think it fair if I apply it to the "Soldiers' Effects Fund"?—If I were not prepared with an answer to that I think your statement would perhaps have the importance that you attach to it; but the receipts of the "Thunderer" Fund were in that year 799*l.* 11*s.* 11*d.* Our principle of charging is 4 per cent. upon the income, and I therefore thought it was not fair to apply this in the case of the "Thunderer" Fund, and I took it, in this particular instance, merely as illustrating the expenses that were incurred in the management; and I took it, therefore, in the most favourable way for that fund by putting it on to the expenditure and allowances.

867. Now we will pass on to the "Rodriguez" Fund: the Reports since the year 1863 show that the original bequest consisted of a sum of money amounting to 7,380*l.*, which has now grown by accumulations of income to 14,770*l.* I see that, by the Act of 1867, Clause 21, it was directed that this fund should be applied for "the like purposes as the Patriotic Fund"; that is so, is it not?—That is so.

868. But the Commissioners from time to time (according to your statement to the 30th of April 1895, page 6) express their regret that the terms of the will limit them so rigidly that it is difficult to find suitable persons to relieve. Will you please turn to the copy of the will in the 4th Report, page 15. The words are: "My executors will take care that no one shall profit by this succour but such as are really indigent and necessitous." Can you explain how it is that since 1888 the whole of the payments, &c., have been on account of the widows, &c., of officers?—I am not quite sure that it is all widows and orphans of officers, but I think it is; I will not dispute it.

869. Do you mind reading the clause in the will once more; I think some of the Members of the Committee have not quite caught that clause?—It is in my statement: "The limitation by the testator of his bequest to such as are really indigent and necessitous only."

870. "My executors will take care that no one shall profit by this succour but such as are really indigent and necessitous." I ask if you can explain how it happens that the whole of the payments since 1888 have been payments to the widows and orphans of the officers, as I deduce from your own reports?—The explanation is this; that no cases have come to us of those below the rank of officer but what we have been able to relieve either from the Roman Catholic Orphans' Fund or from the Royal Victoria Patriotic Asylum.

871. That is the explanation?—That is the explanation.

872. I have gone carefully over the reports since the first, and cannot find any mention of a payment from this fund that can be actually fixed as an account of a dependent of a non-commissioned officer or soldier or sailor?—I can furnish the Committee with payments to those below the rank of officer.

Mr. *Kearley*—continued.

873. I could not trace it in the reports?—Very likely.

874. You admit the accuracy of my contention that, notwithstanding this express condition in the will (and you have mentioned, I think, in your evidence that you felt yourselves bound to be governed by the terms of this will) that no one shall profit by this succour but such as are really indigent and necessitous, yet since 1888 the only people who have benefited by this fund are the widows and orphans of officers?—That is so, but there is another condition; it must be war service; and we have had no wars of any extent except the Egyptian Campaign, the cases from which I pointed out were relieved in every single case from the "Soldiers' Effects Fund."

875. Surely, if officers were killed, men were killed also?—But if we relieved them entirely from the "Soldiers' Effects" Fund, what necessity was there to put them on the "Rodriguez" Fund?

Mr. *Brodrick.*

876. You have just referred to the Egyptian War; on what ground did the Commissioners decide that it was only to apply to prospective and not to retrospective wars?—They explained their reasons for that in the scheme which will be found printed at the 61st page of the Eighth Report; they give in detail their reasons for it; it is in Appendix J of the 8th Report: This is the scheme in which they laid down what they felt was the proper interpretation of the conditions under which they had to administer the trust, and I think that will explain, if I read it *in extenso*, exactly the position of the Commissioners and why there has been so little application of it. The "Rodriguez" Fund. Extracts from will dated 30th March 1857: "To be applied 'to the succour of the families of English subjects wounded or dying in the wars; and if any individual who shall be considered entitled to this succour shall have no family, then it shall be paid to his nearest relation. My executors will take care that no one shall profit by this succour but such as are really indigent and necessitous.' The Committee consider that the condition 'really indigent and necessitous' excludes: (*a*) Persons in the receipt of pensions from Government; (*b*) Allowances from the Patriotic or any other fund; or (*c*) Of any income from other sources. And wounded men themselves are evidently not contemplated. Therefore the widows and orphans of men wounded (? dying from wounds) or dying in the wars, are the primary objects. Parents or other dependent relatives have a secondary claim. Gratuities are given from Lloyd's Patriotic Fund to wounded men, to the widows and orphans or fathers, mothers, or other dependent relatives of men killed."

877. We have all that before us; the only point I asked you was: Why the Commissioners decided that there was to be no retrospective application?—"The small amount to be periodically distributed precludes any retrospective action."

878. Why did it not exclude any prospective action?—Because there must be an application

Mr. *Brodrick*—continued.

in the future at any rate, if there was not as regards the past. These are the reasons you asked me for. There is nothing in the will to indicate that the testator contemplated past wars.

879. Or that he contemplated future wars?—Of course you may say that.

880. Does it not occur to you that what Don Rodriguez was probably thinking of was the men who suffered in the original great war, in which England had assisted Spain?—That is obviously not the interpretation that the Commissioners placed upon it.

Mr. *Kearley.*

881. My point is that there have been plenty of people in wars subsequent whose relatives ought to receive the benefit of this fund?—The answer to that is that the Commissioners laid it down that under the condition of "necessitous and indigent circumstances," any one who was in receipt of benefits from other funds was not eligible. Now, it is in the cognisance of most men that for almost every war there have been special funds raised.

882. You have made a point repeatedly that these funds should be treated separately, and I think you took exception to my view that there should be an aggregation of them, and that the barriers between these funds should be thrown down, and the whole thing treated as a large sum of money available for these purposes, always subject to the conditions of the trusts of particular funds?—I have made no such point in regard to the Rodriguez Fund; on the contrary, the Rodriguez is, by the fact of its being applicable under the Patriotic Fund Act, 1867, to like purposes as the Patriotic Fund, in almost the same category as the Patriotic Fund, which I took out of the category of special funds.

Mr. *Bailey.*

883. Are any officers' wives on this fund at this present time receiving any pensions at all?—There is no officers' widow on the "Rodriguez" Fund. The whole of the application now being made is for the maintenance and education of orphans under the second and third clauses of the Patriotic Fund Act of 1867.

884. Then there are officers' children?—Officers' children.

885. Are they officers' children who are on this fund the children of officers whose widows are receiving pensions?—I think so.

Mr. *Kearley.*

886. But I understand that anyone receiving a pension from the State was not eligible for this fund?—Then, again, I answer by pointing out what was in my evidence-in-chief, that the extended application of the Rodriguez Fund sanctioned by the Patriotic Fund Act of 1867 allowed a more liberal interpretation of "necessitous and indigent."

887. "For like purposes as the Patriotic Fund"?—Yes, "for like purposes as the Patriotic Fund."

888. To sum it up, at the present moment only officers will derive benefit from this fund?—Officers' children.

Mr. *Kearley*—continued.

889. Officers' children, I mean; widows and children?—There is one widow who has no pension of any kind at all.

890. And the Commissioners have not been able to find widows and children of non-commissioned officers and privates who may be described as indigent and necessitous?—With war service.

891. The payments between 1880 and 1887, varying from 26*l.* to 90*l.*, are given generally as grants to orphans; will you give me a definition of the expression "grants to orphans"?—It is educational grants that you are looking at.

Mr. *Seale-Hayne.*

892. In regard to the Rodriguez Fund, you stated to me that you considered that the term "English subjects" included the whole of the men serving in the native Indian Army. It is on page 13 of your first day's examination: "Certainly any of those you mention would not (be excluded), because they are English subjects; whoever are subjects of the Crown, whatever nationality they may be, would be included"?—That is so.

893. You stated that you found a difficulty in finding people who would benefit by this fund; do you mean to say that amongst the whole English Army, including the Indian troops, you are not able to find claimants for this fund?—I can certainly say that they do not come to us.

Mr. *Kearley.*

894. To turn to the will once more, there is a clause in which Rodriguez said, "and if any individual who shall be considered entitled to this succour shall have no family, then it shall be paid to his nearest relation." The entitlement consists in his being an English subject wounded or dying in the wars. By the word "families" the testator clearly meant children only; that is the deduction that I draw from that expression?—If he had no family, where do the children come in?

895. I am just quoting the paragraph which says, "and if any individual who shall be considered entitled to this succour shall have no family, then it shall be paid to his nearest relation"; I want to know whether you agree that by the word "families" the testator clearly meant children only?—I think it would be rather difficult to say; the point has never come up. I can only tell you that.

896. The wording of it is very confused?—Yes.

897. I was going to ask you whether you consider that the Commissioners have done all that could reasonably be expected of them to carry out Don Rodriguez' bequest?—I am quite willing to admit that that is a matter of opinion.

898. With reference to the advertising of this fund, you maintain, in fact, that, notwithstanding all the fighting that has been going on during these 35 years, there have not been enough families or dependents of soldiers wounded and dying in the wars who can be described as really "indigent

Mr. *Kearley*—continued.

"indigent and necessitous" to absorb even the income of Don Rodriguez' bequest. Now, in the Eighth Report, page 39, there is a reference made to the terms of an advertisement which you proposed to insert, to advertise this fund?—It was inserted; the terms of the advertisement are given in the following page.

899. I was not sure whether it was merely a draft?—No, it was actually inserted.

900. This fund has been advertised?—It has been advertised.

901. Is it being advertised at the present time?—No.

Mr. *Kearley*—continued.

902. Since when have you discontinued advertising it?—I believe the cause of it was the passing of the Act of 1867, appropriating the fund to like purposes as the Patriotic Fund.

903. Since then the fund has been increasing continuously without a break?—Rapidly.

904. And is not being administered, as a matter of fact?—Not being applied; we are administering it; I said in my evidence that we would be only too glad to get any cases to put on.

905. But unfortunately they do not exist?—I do not think they do.

Friday, 31*st May* 1895.

MEMBERS PRESENT:

Mr. Egerton Allen.
Mr. Thomas Bayley.
Commander Bethell.
Mr. Brodrick.
Mr. Seale-Hayne.
Mr. T. M. Healy.
Mr. Kearley.
Mr. Mowbray.
Colonel Wyndham Murray.
Captain Norton.
Lord Edmund Talbot.
Mr. Woodall.

MR. WOODALL IN THE CHAIR.

Colonel JOHN SMITH YOUNG, again called in; and further Examined.

Mr. *Kearley.*

906. REFERRING once more to the "Soldiers' Effects" fund, with regard to the provision under Clause "C," those that "died from illness directly traceable to fatigue, privation, or exposure in the performance of military duty;" is the Committee to understand that the number eligible is too numerous for all to be relieved?—That is so.

907. Are any of this class being relieved?—None whatever.

908. That is because in your judgment it would be wrong to give the benefits to a favoured few?—Yes; the Commissioners consider that to extend it to the third class would be to, as it were, shut the door after the number that could be borne by the fund were placed upon it; but irrespective of that, as I said in my evidence on the last occasion on which you examined me, the Secretary of State for War gave the Commissioners an intimation, on handing over the fund, that the balance of the fund, after providing for all cases of death by war service, should be retained.

909. We dealt with that last time?—Yes; the reserve fund to meet any extraordinary demand.

910. You hold that to be your justification?—The justification of the Commissioners, yes.

911. The income of the fund is 4,474*l.*, and only 1,083*l.* is expended. Do you hold that you are justified in refusing to do anything under the circumstances for these people that come under Clause "C," even to the extent of giving them gratuities from the fund?—Undoubtedly; under the existence of the policy indicated by the authority whence the fund has been derived.

912. Now, passing on to the Thurlow Fund, which of course is a very small fund; the amount handed over, I think, in 1884 was 500*l.*?—That is so.

913. And this was given "for the benefit of deserving girls;" beyond what the present regulations consist of; that refers to the regulations

Mr. *Kearley*—continued.

of the Patriotic Fund, I suppose?—No; the regulations for the Royal Victoria Patriotic Asylum.

914. The fund practically remains untouched?—Hardly.

915. It amounts to 591*l.* at the present time?—Hardly untouched, however; donations have been made from it from time to time latterly, and they are continuing to be made, but for the reasons given in my evidence in chief—that the cases for which it is considered to be applicable being very few, owing to the resources of the Royal Victoria Patriotic Asylum Endowment Fund being adequate—it has been applied only to the help of those girls whose health has unfitted them for being placed in domestic service.

916. I may take it, the fund amounts to 591*l.*?—That is so.

917. The original sum was 500*l.* Now, as regards the "Rodriguez" Fund, I see that under its terms no one is entitled to profit from it who has a pension or allowance. If you remember, we made it clear last week that only officers' children were on this fund; have none of the officers' widows pensions?—If your question applies to the one widow that is on it at this present moment, she has no pension. If it applies to the mothers of these children for which educational allowances are granted in the fund, they have pensions; but therein comes the extension of the more liberal interpretation of the application of the fund, caused by the authority granted by Parliament in the Act of 1867 to apply it for like purposes to the Patriotic Fund.

918. Yes, but I must remind you that you have justified the non-administration of this fund to its full power, because, by the terms of the trust, only really indigent and necessitous persons were to be on it. Then you admitted later that by the enlargement of the conditions that was not being carried out strictly to the letter; and I see now that we may consider that this granting of allowances to those who have pensions, or to their mothers, which is practically the same thing,

Mr. *Kearley*—continued.

thing, is also an enlargement of the original conditions laid down?—Under the powers granted by the Patriotic Fund Act of 1867.

919. Now, I asked you a question the other day about advertising these available funds, and you scarcely thought it was a fair matter that I should put to you?—I do not think I put it as an unfair matter; the advertising.

920. You said, "Is it fair to ask me?"?—If you will look at my answer you will see you interrupted my answer; I did not get an opportunity to complete it.

921. Never mind; that is not much of a point; but I want to direct your attention to that which you stated in another part of your evidence that it was unfortunate that there was not publicity given to the fact that there were these large surpluses?—That is so.

922. Have not the Commissioners the power to advertise the fact that they have these large balances?—Of course, it is a matter of opinion whether this should be done.

923. Will you express an opinion on behalf of the Patriotic Commissioners; I understand you appear by resolution to speak for them?—That is so.

924. We have it that these balances exist, and you lament that publicity is not given to the fact that they do exist. Then, I ask you whether the Commissioners have not the power to give this publicity, so that those who are entitled, or might become recipients of these bounties, might have the knowledge that the funds exist?—I have no difficulty in admitting that they have power to advertise.

925. Well, I will sum it up by asking you whether or no publicity has been given to the fact that these large balances, which are constantly increasing, exist?—I thought I had answered that in my cross-examination, when I said that the greatest publicity was given to all the circumstances, including the fact of large surpluses existing on the various funds, by the process by which the Reports to Her Majesty were laid before Parliament, and were commented on, as they were issued as Parliamentary Papers, in the press every year.

926. I notice that the comments in the press on the last Report you presented to Parliament consisted of referring to the Victoria Fund only, so that the press is not a very reliable medium, if we may take this as an example?—I have comments which apply to a good many more funds than that.

927. However, you deem that to be sufficient publicity?—For present circumstances; I do not say ultimately.

928. Now from the Zervudachi Fund, not a single penny has been spent; you have admitted that, I think, earlier in the evidence?—Yes.

929. I see there are no special conditions attaching to that fund by which you might be hampered in administering it?—None.

930. You have the fund there with practically no handicapping conditions, yet not a single penny of it has been spent?—That is so.

931. Now, passing on to another fund, the "Atalanta" Fund, you describe it as a poor fund?—Originally.

932. Well, originally it amounted to 9,275*l.*, and now it amounts to 7,400*l.*, so that it would be a poor fund still, would it not?—Not in the same sense as I intended to apply the word "poor." What I call a poor fund is one in which at its outset, in regard to the number of recipients that would be entitled to participate in its benefits, the allowances to be granted from the *corpus*, under an actuarial valuation, would be much below those which the Commissioners have adopted as a scale or standard of relief in the better subscribed funds.

933. I am coming to that point; you have told us that you awarded increases in 1883?—That is so.

934. To those who were beneficiaries; and also again in 1891; can you tell us what increases you made in these respective years?—You will find it in paragraph 27 of my statement, page 19. The original rates, for instance, in 1881 to widows of ordinary and able seamen and second class petty officers were only 2*s.* 6*d.*; in 1883 the ordinary and able seaman was raised to 3*s.* 6*d.*; and in 1891 to 5*s.*

935. I have been looking for that and had not discovered it; at that time there were no allowances to those below the rank of officer from the Admiralty?—None.

936. So that those sailors' widows who were receiving 2*s.* 6*d.*, 3*s.*, and 3*s.* 6*d.* a week must have been almost in a starving condition for some time?—In very poor circumstances indeed.

937. They must have been in very poor circumstances?—But this is to be remembered, that these circumstances governed rather higher rates in the case of mothers of families in the allowances to children.

938. Yes, but on the principle of giving a larger allowance per child?—Per child; that is so.

939. I see that although this was a poor fund, officers' widows who were getting pensions from the Government had a fair share in the fund; they seem to me to get the lion's share, considering it was a poor fund and that so many dependents were only getting 2*s.* 6*d.* a week. Did it never strike the Patriotic Commissioners that it was somewhat hard on the poorer people that the officers' widows should get the lion's share of this small fund; may I give you an example before you answer? There is a widow of a navigating lieutenant; she was getting from the Government a pension of 70*l.* a year, according to your answer to Question 285, and she was getting from this fund 16*l.* per year, whereas the seaman's widow was only getting 6*l.* 10*s.* per year and nothing from Government funds?—The honourable Member will pardon me for pointing out that one of the fundamental principles of the Commissioners in undertaking a fund is to lay the responsibility, so far as the original allowances are concerned, upon those who raise the fund.

940. Yes, I understand that?—These rates were laid down by the committee that raised the fund, not by the Commissioners. The latitude given

Mr. *Kearley*—continued.

given to the Commissioners is in the direction of increasing, but it would hardly be justifiable for the Commissioners to decrease allowances which had been fixed by those who had raised the fund.

941. No, I did not ask that quite; I merely wanted you to express an opinion (perhaps you would prefer not to give it) that it seemed rather hard on those people who were getting only half-a-crown and no other allowance, that a large portion of the fund should go to officers' widows who were getting pensions. They were perfectly entitled to participate; I am not questioning that at all?—I can only say that as regards general policy the Commissioners have hardly ever done anything for officers' families beyond the original allowances, and have adopted the policy of increasing the allowances of those below the rank of officer.

942. In regard to the proportions by which this fund was shared by officers and by men, I see the original number of officers' widows was three, and two mothers and 11 children; and that in 1894 the number of widows had risen to five. Now, if we consider the petty officers and men, the number of widows originally on the fund was 24 and 36 children; and now the number of widows belonging to petty officers and men has dropped down in 1894 to 10. There has been a diminution in the number of widows from 24 to 10, so far as men are concerned, and an increase of widows from three to five, so far as the officers are concerned?—It is a mistake. I am quite sure there has been no one put on to the fund in addition (at least, I am almost certain of it), and I think the answer is that there is an error in my table, paragraph 2, by including in it, very likely, the mothers.

943. Does your table show the mothers as well as the five widows?—They ought to have shown as "other dependents"; I fancy that is the explanation.

944. Can you refer me to what is the total of that fund in the way of mothers and widows; five?—Five.

945. Then probably that is an error?—I think it is; it is just one that has crept in very likely in our statistical information; it has escaped my own notice.

946. Perhaps you will take a note just to let us know definitely?—I will take a note of it.

947. This is the only special fund of which it has been found necessary to trench on the capital?—Oh, no; the "Captain" Fund has decreased considerably.

948. The "Captain"; it was originally 39,000*l.*, and has got down now to 32,000*l.* odd?—You must recollect that in the earlier years it decreased considerably; in later years the income has more than sufficed to pay the allowances in consequence of the fund having increased again; but originally the capital had to be trenched on.

949. You have trenched on this capital to the extent of 100*l.* in 1893?—The "Atalanta?"

950. Yes?—Yes.

951. I see now the income equals the expenditure; there is no further intrenchment going on?—I do not know where the honourable

Mr. *Kearley*—continued.

Member gets that information; the information I gave on page 18 is that the income was 296*l.*, and that the allowances paid out were 330*l.* 12*s.* 3*d.*

952. That is probably an error of mine, then. Anyway, this is a poor fund. Then why not increase these allowances from other funds, considering that those people get nothing from the Admiralty even to this day. Of course, the distributing of the Greenwich Fund was not retrospective?—That is so.

953. So that these people are at a disadvantage, for instance, as compared with those that are on the "Victoria" Fund; those on the "Victoria" Fund get allowances which are larger?—Oh, much larger.

954. Much larger; then they also get the Greenwich Fund?—That is so.

955. Therefore, these people are at a disadvantage as regards the amount they are deriving from charity?—That is so, and the Commissioners themselves pointed out the discrepancy, if I may be allowed to interpolate that.

956. What do you say to the suggestion that these allowances might be increased from the Royal Naval Relief Fund, which is doing nothing?—That is a question of policy which I could hardly answer, and I should think that anyone else could hardly answer, because it would have to be considered by the Commissioners as a body.

957. Has it ever been considered by the Commissioners?—No, for the reasons already given in my evidence in regard to the Royal Naval Relief Fund; that in the correspondence which took place between the Admiralty and the War Office and the Commissioners it was agreed that it should accumulate until the sum reached sufficient, in the opinion of the Commissioners, to enable a general scheme of relief to be adopted.

958. Now the Zulu War Fund: you told us that the original allowance for widows of private soldiers, which, I suppose, constitute the great bulk of the beneficiaries of this fund, was 3*s.* 6*d.* a week?—That is so.

959. And that no increase was made to this rank until 1892?—One thousand eight hundred and eighty-three.

960. Until 1892?—One thousand eight hundred and eighty-three. If you will look at page 11 you will see this: "For the widows and children of those below the rank of officer, increases, however, were awarded in 1883 and 1892, and the scale now is as follows."

961. The Zulu War Fund?—Yes, the Zulu War Fund.

962. I will refer to your Answer 256?—If you will look at my answer to 255 you will see: "The answer to your question will be found on page 8 of the 31st Report, which gives the increases which were given before 1883."

963. Then there were increases made in 1892?—Yes.

964. I see, in looking over the reports in 1884, the original number of widows had sunk to 43. In 1886 the number of widows left on the fund was only 34?—And now it is 25.

965. Yes; and the surplus had increased in that

Mr. *Kearley*—continued.

that year to 9,000*l.* In 1889 the number of widows was only 30, and the surplus was 12,500*l.*?—That is so.

966. Do not you think that the Commissioners might have increased the allowance at an earlier date than 1892.—You see there was an interval from 1883 to 1892, without an increase; do not you think it would have been prudent in the face of those augmentations in the surplus to have made that increase sooner than they did?—Well, it is a question of what shape the increase should have taken. In all the funds which are well subscribed, there is a liability taken for the restoration to full allowance on second widowhood. The number that re-married in the Zulu War Fund was very much larger in proportion, I should say (speaking off the book) than in any other fund, and that I think retarded the question of how best to deal with the surplus (a large surplus it may be), which did exist for a series of years; consequently the liability for restoration to full allowance of widows who had re-married was not undertaken until 1893.

967. What was the increase made in 1883?—The allowance was originally 3*s.* 6*d.* a week for all widows of men below the rank of officer (non-commissioned officers and all), and in 1883 the rates for non-commissioned officers' widows were raised; for corporals' widows to 4*s.*; sergeants' widows to 4*s.* 6*d.*; colour sergeants' and sergeant majors' widows to 5*s.*

968. Then there was no increase to those receiving 3*s.* 6*d.* a week?—None.

969. That was my point. I thought I was right on that. The increase was to those holding higher rank than the private?—That is so.

970. The poorest received no increase whatever?—Until July 1892.

971. Until 1892. So far as the increase in 1883 went, it does not touch the point that the poorest received no increase until 1892?—The lowest rank. I would not say necessarily the poorest.

972. We will assume that those holding the lowest rank, so far as pensions were concerned, were the poorest, they received the lowest sum of money?—They received the lowest sum of money.

973. Now I want to draw your attention again to these facts, that in 1884 Mr. Finlaison showed a surplus of 6,178*l.*, in 1886 the surplus had risen to 9,000*l.*, in 1889 the surplus had risen to 12,500*l.*, and that, so far as these poor people were concerned, they got no increase in pension until 1892; but that in 1883, when you deliberately made an increase in the allowances, you excluded the private soldier from any increase?—Well; the allowance of 3*s.* 6*d.* a week was one that had been regarded in other funds as a fair allowance at that time for the widow of a private soldier.

974. And that continued to be considered a fair allowance until 1892?—And is so considered in connection with the Soldiers' Effects Fund and the Greenwich Hospital Fund.

975. What has the Greenwich Hospital Fund to do with this?—Because the scale was fixed by joint consideration of a committee which sat as to allowances.

Mr. *Kearley*—continued.

976. The Soldiers' Effects Fund?—No; they borrowed it from the Greenwich Hospital scale.

977. But the Greenwich Hospital question has nothing whatever to do with the administration of the Patriotic Fund?—It had, because it arose out of the circumstances which were considered in the correspondence in Parliamentary Paper C. 2956, undoubtedly.

978. Still, you are not here to speak of Greenwich Hospital at all?—No, but I know the circumstances under which it arose.

Commander *Bethell.*

979. You mention it by way of comparison, I suppose?—The scale was agreed as a scale for both Greenwich Hospital Fund and Soldiers' Effects Fund.

Mr. *Kearley.*

980. Agreed between whom?—Agreed between authorities who were consulted as to what the scale of allowances should be.

981. That has not been adhered to as far as the Patriotic Commissioners are concerned?—In the Soldiers' Effects Fund it has.

982. But not generally. The Patriotic Commissioners have powers to increase these allowances; they are not bound by any agreement which may have been arrived at between the War Office and the Admiralty and the Patriotic Commissioners in consultation; you are not bound down by that agreement in any shape or form?—Certainly not in this fund that you are speaking of just now, the Zulu War Fund?

983. Or in any fund?—No.

984. So I think the introduction of the allowances made by Greenwich is rather calculated to mislead some of the Members of the Committee, who may not understand quite clearly the relations of Greenwich to the Patriotic Fund?—The very opposite is my intention.

985. I am quite sure of that?—It was not to mislead, but rather to point to the fact that the scale had been considered by authorities representing both the Army and the Navy.

986. Then, passing on to this question of the Zulu War Fund; so far as the question of the poorest receiving no increase of pension until 1892 is concerned, I find that in 1889 the income of the fund actually exceeded the expenditure, and has done so ever since?—That is so.

987. That is the Zulu War Fund?—That is so.

988. Now I must press this point, because, to my mind, it is almost convincing proof that the Commissioners have failed (in my opinion, at all events) to appreciate their position. Here is a case, so far as regards these people, where for years you have had funds in hand expressly given for the purpose of relieving a number of women whose husbands were killed in the public service, and yet you have allowed these people for years to continue on this small pittance?—If I may say so, the question prejudges the whole question of policy and administration. In my statement, on page 11, I pointed out that in 1893 the further important liability was undertaken that re-married women on becoming widows again, and being in necessitous circumstances, may be

Mr. *Kearley*—continued.

restored to full allowance. I said also: "It is also probable that when the widows of those below the rank of officer reach 60 years of age, their allowance will be increased." Now, in the surplus assets which the honourable Member has referred to, none of those liabilities have been estimated for at all, and the widows of the Zulu War Fund have as yet not reached the advanced age at which we grant increased allowances owing to not being able to do something towards their own maintenance.

989. And anyway, after making this allowance finally in 1889, Mr. Finlaison still shows that there is a surplus of 12,598*l.*; and the present position of the fund, I think, is this: that there are only eight widows of officers, and nine orphans (of course, the children will soon be going off the fund), and only 25 widows of non-commissioned officers and men, and that the income of the fund now actually exceeds expenditure by 365*l.* per year; and this increasing of the assets is likely to go on. You mention the fact that there will be an age allowance at 60; but the number of widows left on the fund is so small that the liability of this fund in this respect can surely be calculated?—But there will be a restoration of full allowance to those who become widows again, of whom there are 54.

990. As regards these widows that will become eligible to restitution of allowances, you tell us that this will not be given as a matter of right, but only to such widows as satisfy the Commissioners that they are in necessitous circumstances?—That is so.

991. That was decided in 1893?—That is so.

992. So that it is not a fact that all these widows will be liable to restitution, but only those that are in necessitous circumstances?—Well, my experience is that they will all come under that category.

993. Is that so?—Yes. There are very few of the re-married women who do not fulfil that condition, very few.

994. Can you give us any experience to justify that opinion. Have you had any applications up to date?—Yes; but I would refer to the experience in the Patriotic Fund; the Patriotic Fund is an analogous experience, because it is from the same class.

995. I think, if you do not mind, I would rather keep to this particular fund. You mentioned the other day that you had had one or two applications, or that you thought you had had one or two, but that you would refer and let us know. Have you had an opportunity of investigating to see how many applications you have had up to date?—I have not; I did not remember that I had undertaken to do that.

996. If you see your answer to No. 262 you will find that that is so?—I did not say I was going to get the information.

997. Never mind; it is not a very important point?—I merely gave the fact that I thought there were one or two.

998. However, you have told us you have records of the fact that there are 54 widows remaining?—That 54 of the original number had re-married.

999. And you estimated that 40 to 50 might ultimately become a liability to the fund by reason of widowhood?—I do not think I gave any estimate; in fact, I am sure I did not.

1000. Will you turn to your Answer 244?—Yes. I beg your pardon; I did.

1001. You estimated 40 or 50 additional, and you consider that a very heavy liability?—I do.

1002. Allow me to ask you on what ground you calculate those possible 40 or 50 coming back on this fund; it seems to me an unreasonable estimate of a possible liability?—I think that it is very improbable that many, if any, of the 54 will have died, and consequently I think that it is not at all unreasonable to say that out of the 54, 40 or 50 may come back upon us.

1003. It is not a question of the widow dying; it is a question of the husband predeceasing her?—I am quite aware of that, but it is a question in the first instance of whether the woman survives her husband.

1004. Naturally; but you estimate that out of 54 widows that are liable to become a charge, 40 or 50 will certainly come back. That seems to me to be a very high estimate indeed?—It may be so, but I do not think I should be blamed for taking a high estimate in regard to any liability. It is infinitely better to be safe in regard to the retention of assets than to dissipate them on the presumption that you may not have a high liability.

1005. Still I would remind you that there are definite bases on which such calculations are estimated. I am advised that an insurance company taking over this liability would actuarially estimate exactly the possible liability of those married women becoming widows, and that the most outside estimate, leaving the safest possible margin, would not exceed 50 per cent.?—Well, of course the honourable Member is in possession, no doubt, of professional opinion upon that subject. I did not pretend to give an opinion as a professional opinion; I simply gave it as regards the experience that one has in the Patriotic Fund, that the re-married women survive their husbands, and that we may have 40 or 50 widows come back to us for restoration of full allowance. It may be an outside estimate.

1006. I think it is very outside indeed?—From my point of view, I do not think I am to be blamed for giving an outside estimate.

1007. I will not question your point of view, but I think it should be forced on the attention of the Committtee that there are actuarial bases well recognised and defined upon which all these calculations should proceed. If the Patriotic Commissioners do not proceed upon those lines their estimates are practically worthless for the purpose of considering what the available assets of these various funds are?—The Commissioners do proceed upon actuarial lines; as a matter of fact, a re-valuation of the Zulu War Fund is due this year, and consequently the actuarial valuation for this new liability will take place. It has not taken place hitherto for the simple reason that the Commissioners saw no necessity, in view of the large surplus that existed, to ascertain actuarially the liability at the moment of deciding to incur the new liability.

1008. That perfectly satisfies me, if I may ask

Mr. *Kearley*—continued.

ask you this question; this estimate is not actuarially calculated?—Not yet.

1009. It is simply a matter of opinion of the Commissioners, not backed up by any professional opinion?—My own opinion, please; I would not even commit the Commissioners to it; it was entirely an individual opinion in answer to your question.

1010. Now, you mentioned that some of these widows have disappeared, I presume gone abroad?—Well, of course, I cannot say that.

1011. You say, in your answer to Question 245, that some of these widows have disappeared?—I say that, in the case of a fund like the Zulu War Fund, they disappear; that is to say, that when the Zulu War Fund was originally started, and the conditions of administration laid down, one of them was that widows who re-married should not be eligible for restoration, and consequently as they received no half allowance as in the other funds we had no touch with them, and consequently they disappeared.

1012. Then, as regards the liability on this fund of these re-married widows, it would surely be possible for Mr. Finlaison, who I see has allowed 1,200*l.* for contingencies, to say what further sums ought to be taken for this liability?—And he will be called upon to say so.

1013. Considering that this surplus was augmenting year by year, ought not the Patriotic Commissioners to have invited him to have done that some years ago, so that the widows of these private soldiers might have received an augmentation of their pension. They only receiving 3*s.* 6*d.* from the commencement of the fund, a totally inadequate sum, until 1892?—To answer the question intelligently I should have to go back to what was the number of widows on the fund in 1883. The honourable Member is endeavouring to place on the Commissioners a responsibility for increasing the allowances to the lowest rank upon the assumption, apparently, that the number of widows at that date would have entitled them to such increase; I could not say off-hand what were the proportions in the various ranks at 1883, without going back to the figures of that date.

1014. Proportions of what?—The various ranks.

1015. Do you mean officers?—No, I mean those below the rank of officer.

1016. What the rank was?—No, the numbers.

1017. The numbers of each particular rank?—Yes.

1018. You could not say how many privates there were?—Not off the book.

1019. Not off-hand?—Not off the book.

1020. Still in 1883 you increased the pensions of the non-commissioned officers and men, everybody's except the privates?—That is so; but it might turn out (I do not say that it will) that the numbers would not, in the opinion of the Commissioners at that time, have allowed of the increase.

1021. Now we will pass on to the "Eurydice" Fund; I see in this fund there was never any

Mr. *Kearley*—continued.

question raised as to the policy of giving re-married women half allowance; it was done at once?—That is so.

1022. In many of these funds, at some period in their history, it has been decided to give re-married women half allowance?—Only in the Zulu War and the "Atalanta" Funds.

1023. But in the "Eurydice" Fund it was given without question?—It was required by the deed.

1024. I notice that on this fund there are several naval officers who were looking after the administration of it at the time of its formation. I suggest that it was owing to the fact of those naval officers being on that fund that that provision was put in the trust deed?—On the contrary, I state emphatically that it was following simply the precedent of the Patriotic Fund, which had existed since 1854.

1025. Then why did not these other funds follow this precedent?—The "Captain" Fund did.

1026. To give half allowance?—Yes, on re-marriage.

1027. There are some funds (I think you mentioned one or two just now) where that policy was not followed out?—Because of the paucity of the fund to bear it according to actuarial valuation when the fund was handed over to the Commissioners.

1028. That would be the reason?—That is the reason.

1029. I do not see that there are any Army officers at all on the Commission who can be said to have any real active connection with the service at the present time?—That, of course, is a matter that only the advisers of Her Majesty can accept responsibility for.

1030. But the Patriotic Commissioners are the advisers of Her Majesty to the extent of adding additional Patriotic Commissioners, are they not?—Certainly not.

1031. Is it the Government of the day?—It is the Government of the day.

1032. Do not you think it would have a beneficial effect upon the administration of military funds, such as the Zulu War Fund, for example, if military officers were admitted on to the Patriotic Fund?—All I can say is this, that the military officers that are on the Commission take a most active interest and a continuous interest in the administration of this and other military funds.

1033. Can you tell us when this increase from 5*s.* to 6*s.* was made in the "Eurydice" Fund?—The "Eurydice" Fund follows the Patriotic Fund.

1034. Was there not an increase from 5*s.* to 6*s.* made in the "Eurydice" Fund?—Following the Patriotic Fund.

1035. It is referred to in your statement of 30th April, page 9?—That is following exactly the Patriotic Fund.

1036. Was there not an increase made in that fund, an increased allowance from 5*s.* to 6*s*?—Yes.

Mr. *Kearley*—continued.

1037. That is the question I asked you?—But following exactly the course followed in regard to the Patriotic and the "Captain" Funds.

1038. In what year was the increase made; that is the question?—I think it was in 1892.

1039. In 1889 the income of this fund became equal to the expenditure, and in 1892 nearly a hundred was added to the capital, and about the same amount since; but in 1893, looking at the accounts, I find that the funds there shown as being 14,567*l.*, in 1894 appear to have diminished to 14,186*l.* Can you account for this?—Yes.

1040. Now that diminution is not represented by expenditure. I want to know if you can give us an explanation of how that diminution comes about?—If you will turn to the capital account at pages 34 and 35 of the last report, you will see that 7,234*l.* of Colonial Securities were sold out and that those were re-invested in securities of the nominal value of 6,814*l.* 7*s.* 6*d.*

1041. I assumed that that was it. The fact is that you have sold stock and purchased new investments at a premium, but you only show them in your account at face value?—That is so.

1042. Then is not this apparent diminution of capital fallacious. You pay a premium for this stock, but you take it into your assets at its face value?—There is nothing fallacious about it, because it is actual.

1043. I suggest to you that it is rather likely to mislead and give the idea that the assets of the fund are diminishing instead of increasing?—Well, that is, I should say, a most prejudiced view to take, because the simplicity of the account explains exactly how the transaction arose; and I may amplify that by saying that it is the result of a financial policy which the Commissioners have adopted in consequence of an opinion that the investments of the Commission generally in regard to several funds is, in regard to the proportion in which they are in Colonial Stocks, one which should be remedied by the reduction of that proportion, and by the re-investment of the Colonial Stocks sold, in home securities. One result of that will undoubtedly be that the income derivable from the capital will be less in the future than it has been in the past.

1044. You have sold out stock at a premium; consequently you will have more funds to invest; and although the rate per cent. may be less, the net result will surely not be less?—Surely, when the character of the stocks is taken into account. 4 per cent. Colonial Stocks are at about the same price as the 3 per cent. stocks in which we have reinvested.

1045. Then why did you sell out?—For the reason I have just given.

1046. I did not quite catch that reason?—That the proportion of investment in Colonial Stocks was considered to be unduly large.

1047. I still think it is calculated to mislead the casual observer; if he noticed that the fund in 1893 was 14,567*l.*, and in 1894 14,186*l.*, he would, surely, from that draw the deduction that this diminution had arisen from the increase in the expenditure?—Well, I must demur to the honourable Member's deduction; I should say that the very opposite surely followed, from an intelligent examination of the accounts.

1048. Now, I will pass on to the Royal Naval Relief Fund. You give an explanation in your evidence of the non-administration of this fund; you say it was agreed between the Commissioners, the War Office and the Naval Committee (that is, the committee I assume, that raised the fund) that there should be no distribution until such amount had accumulated as in the opinion of the Commissioners would enable the fund to be satisfactorily administered for purposes of general relief; that is to say, if a case is not specially provided for by public subscription, or from other sources?—Yes.

1049. Then, that was an explanation or justification for the non-administration of this fund; but I want to point out to you that there was a Royal Commission after that (on the 7th June 1875) which dealt with this fund only, and the fund was then made available for the immediate relief of any special objects of destitution?—But the honourable Member has omitted to notice my information in regard to the creation of the fund. It was not until 1879 that there was any *corpus* from the fund, and that was created by a sum of 2,095*l.* 3*s.* 8*d.*, raised by the committee for the relief of the sufferers by the explosion which took place on board Her Majesty's ship "Thunderer," being transferred to the Commissioners to form part of the Royal Naval Relief Fund.

1050. I am quite aware of that?—I ought to have said 3,150*l.* in the previous year from the "Eurydice."

1051. What year was the "Eurydice"?—1878.

1052. And you contend that the Royal Naval Relief Fund, which I understand to have been formed about 1872, had no funds until 1879?—Until 1878, it was.

1053. Then what was this Royal Commission doing in June 1875, when it was dealing with this fund only?—The Royal Commission was the outcome of the correspondence which had taken place, resulting from the action of the managing committee of the "Captain" Fund, which gave voice to a feeling which, as I have said, had always existed in the Navy, for the creation of a general fund for the relief of those cases of death by accident which did not attract public philanthropy.

1054. But I do not see that you have displaced my point in any way. You made a certain statement in your evidence to account for the non-administration of the fund; my point is, although I see that the fund only had a *corpus* in 1878, that under the provisions of the Royal Commission in 1875 this fund (whenever it became a fund) was made available for immediate relief, whereas you laid it down that it was only to be administered under certain conditions?—The correspondence which took place, to which I have referred, showed conclusively that in the opinion of those who transferred the original amount

Mr. *Kearley*—continued.

amount, and who had led to the issue of the Commission of 1875, it was not desirable to grant any relief from this fund until it had accumulated to such an extent as, in the opinion of the Commissioners, would enable a scheme of general relief to be framed.

1055. That was the correspondence?—Yes.

1056. Do I understand that you dispute the fact that the Royal Commission gave powers, so that the fund could be made available for immediate relief?—I say this, that the Royal Commission was simply the instrument for authorising the Commissioners to receive contributions towards the creation of a Royal Naval Relief Fund.

1057. And it was decided that the case of officers should not be considered until sufficient funds had been received, but that only those of seamen, marines, and so on, who might die on active service should be considered, giving preference to the relatives of those who may lose their lives in action, from falling from aloft, or from drowning; that is so, I believe?—That is so.

1058. I think the reports clearly show that since 1879 only widows from the "Thunderer" accident have been relieved until the year 1893?—That was so.

1059. When, strangely enough, I find that one dependant of an officer was put on the fund, that the only other dependant put on the fund, in spite of that express provision, was the dependant of an officer. You lay it down that the case of an officer is not to be considered at all until sufficient funds have been received, but that seamen and marines are to have the preference; and I find in the following Report that the very first outside case put on this fund was that of an officer?—Well, it is a so-called officer.

1060. Is it the case of an officer?—No, that is a warrant officer.

1061. That is a commissioned officer to a certain extent?—No, any naval officer will correct you as to that.

1062. I think I can answer that myself?——

1063. Is not this man a chief warrant officer?—No, this is a gunner or carpenter.

1064. He was a chief warrant officer?—No.

1065. Then why do you describe him as an officer at all?—Simply from an old-established practice which obtained in the original Patriotic Fund, where the warrant officers, gunners, and carpenters were placed under the head of officers.

1066. Then this is a warrant officer below the rank of "chief"?—Yes.

1067. And he has not the honorary rank of officer?—That is so.

1068. Then it is an error to so describe this case?—Hardly; but the practice referred to accounts for it being under the head of officer.

1069. I see the average payment from this fund the last six years has been about 35*l.*, and the income has been about 310*l.*?—That is so.

1070. Am I accurate in that?—I think I can easily admit it; it has been going on increasing for the reasons I have given.

Mr. *Kearley*—continued.

1071. I see the amount disbursed in 1889 was 35*l.*; in 1890, 33*l.*; in 1891, 33*l.*; in 1892, 33*l.*; in 1893, 36*l.*; and in 1894, 69*l.*?—That is so.

1072. All the while the assets had been increasing, taking the periods from 1884 to 1894, that was a feature of the fund, that the income had not been distributed?—That is so.

1073. And the assets have been largely increasing?—It has been agreed that that was the policy to be followed; that the fund should accumulate.

1074. Now, with a view to increase this fund, I find that officers and men, especially officers of the Navy, were to be invited to make annual subscriptions to this fund, and the public generally was to be applied to?—The Commissioners specifically declined to be the medium for undertaking that duty.

1075. Is that explained anywhere in the report?—It is recorded in the very first onset.

1076. Then nothing has been done in that direction?—Nothing has been done by anyone else, I believe, and the Commissioners would not undertake that duty.

1077. They would not undertake that responsibility. The Commissioners are in no sense a collecting body?—Since 1886 the responsibility has been placed upon them by the Act of 1886, from time to time to ask and receive contributions for the benefit of widows and orphans of the Navy and Army.

1078. As to the policy of waiting to administer these funds until they become what you describe, I think, as "satisfactory," can you tell us how often that question has been before the Patriotic Commissioners?—In the 21st Report, paragraph 26, you will find there is a reference to this subject; but the great difficulty that governs the administration of the Royal Naval Relief Fund is undoubtedly the creation of other funds for identical objects; the Greenwich Hospital Fund (which takes every case of death by drowning and accident since 1882), and last year the creation of a fund eight or nine times as great as the Royal Naval Relief Fund; I refer to the Royal Naval Exhibition Fund.

1079. Now, harking back for a moment to the question of the Commissioners not having attempted to get outside subscriptions, I see in your statement on page 10 (of the 30th April) you say: "The Commissioners have endeavoured to obtain accessions to the contributions" to this fund "to enable them to devise some scheme of general relief," but without success?—That was by applying to the Admiralty.

1080. You applied for the Greenwich Funds?—We did not at all indicate the source, but we referred to the pledge that the Lord of the Admiralty had given in the correspondence which I referred to in the Parliamentary Paper "C. 2956" to supplement the funds at the disposal of the Commissioners by funds which were at the disposal of the Admiralty; it was not of course for the Commissioners to indicate the exact source.

1081. You mean the only endeavour that has been made was the application to the Admiralty; you have made no public request?—For the reason I have given the Commissioners laid that

Mr. *Kearley*—continued.

down at the outset as a duty that they could not undertake.

1082. As regards this policy of waiting to administer until the fund was satisfactory, has it ever been considered by the Patriotic Commissioners how far the surpluses of the purely naval funds could be made available?—I may say that the subject is continually under review in connection with the policy which has been laid down by the Legislature and by the Government of the day in Section 4 of the Patriotic Fund Act of 1881; and, as I answered before in reply to a similar question, it is a question as to the time at which, in each fund, to deal with the surplus otherwise than as a resource for the maintenance of the allowances of the particular fund, and in regard to the Patriotic Fund the Commissioners have this year come to the conclusion that as it has been 40 years in existence and all the women are becoming aged, the provisions of Section 4 might well be put in force by Parliament authorising the Commissioners to widen the application of the Patriotic Fund.

1083. I suppose all that discussion will appear on your minutes?—There is actually (three or four years ago) an entry on the minutes of the Commissioners to the effect that it was desirable to apply for the supplementary commission indicated in Section 4 of the Patriotic Fund Act of 1881, but they had no sooner come to that conclusion than another influence determined the postponement of any further steps, and that was the question of the proportion of investments in colonial securities, and they passed a resolution then that the proportion should be largely reduced; and steps were about to be taken when, in May 1893 (as those are aware who notice such matters), an extensive fall took place in the value of colonial securities; and it is of the first importance in connection with the subject that the honourable Member is dealing with now, as I understand him, namely, the detachable surplus as he considers of each fund, to have regard to this. I hold a statement before me which I prepared in 1893 to show the depreciation in colonial securities held by the Commission to the extent of 340,000*l.*, and the figures of depreciation by May 1893 are these: Under the par value, 25,420*l.*; under the purchase value, 26,806*l.*; and, what is far more important, under the actuarial valuation of only as recent a date as the 31st December 1892, 21,513*l.*; showing that the surpluses of a given time cannot, while the securities are of that fluctuating nature (such as those colonial securities have undoubtedly shown themselves to be) be regarded as permanent surpluses.

1084. Is there nothing to be shown on the credit side in that direction in connection with your other securities. There has been a falling off and depreciation in colonial securities, but surely there has been an appreciation of some of your other securities?—Undoubtedly; but the other securities are in proportion very much smaller in amount than the amount held in colonial securities; hence the adoption of the precaution by the Commissioners that before dealing in an acute sense with surpluses, especially the funds transferred to them under special trust-deeds, they should see to their investment in home securities.

Mr. *Kearley*—continued.

1085. Passing on, you have referred to the Royal Naval Fund, the Exhibition Fund, once or twice?—I have.

1086. Did you make an application for that fund to be handed over to you?—It has never been the policy of the Commissioners to apply for any fund.

1087. Excepting to the Admiralty for the Greenwich Funds?—Not "for the Greenwich Funds;" we applied to the Admiralty to fulfil the policy which the First Lord of the Admiralty of the day had agreed was the policy which the Commissioners were to follow out, as in Parliamentary Paper "C. 2956."

1088. The principle adopted by the Royal Naval Fund, I understand, is to spend every penny of their income in relieving cases so far as they can?—I think the honourable Member must be under a misapprehension, for the accounts for the year which has just closed do not show that.

1089. You have the accounts there?—I have the accounts.

1090. With regard to this fund, you attempt to show that the management costs 10 per cent. of the expenditure?—I do not "attempt" to show it; it was in answer to a question as to what the expenses were that I extracted the items shown in this account.

1091. Then you really show it?—I do; but I did not "attempt" to do it.

1092. I did not intend to use the word "attempt" in any offensive sense at all; you show that it costs 10 per cent. of the expenditure?—Yes, in answer to a question I do that.

1093. On the same basis, the Royal Naval Relief Fund costs 23 per cent.?—Quite; that is perfectly true.

1094. Now I want to ask you a few questions with regard to the inquiry of 1881, the inquiry that was instituted, I believe, at the instance of the Government of the day, which resulted in the correspondence with the War Office which we have here in the shape of a Parliamentary Return?—"C. 2956."

1095. "C. 2956," yes. The proposals set forth in one of the letters were to dissolve the Patriotic Commission, among others?—On the contrary; the Ministry came to the conclusion that it could not be dissolved.

1096. Finally; but the proposals in the letter before the final determination was arrived at, were to dissolve the Patriotic Commission; it is clearly set forth in the letter?—A proposal had been made in a previous letter from the War Office, dated 17th March, to that effect.

1097. That is so?—But not in this letter.

1098. The outcome of the inquiry had been that they felt it would be a judicious thing to dissolve the Patriotic Commissioners?—I should say that is exactly the opposite of what the outcome was; the outcome is here, Letter No. 7, from War Office, June 1881.

1099. In the letter of 17th March?—That is not the outcome; that is only a stage in the proceedings; the outcome is what is in this letter of June 1881.

1100. I will

Mr. *Kearley*—continued.

1100. I will take it as being a stage?—It was an idea.

1101. A "stage" in the correspondence which clearly indicated that they deemed it advisable to dissolve the Patriotic Commission?—It was an idea.

1102. And their proposal was, or their suggestion, at the same time, at this stage, was, was it not, to hand over to Greenwich and Chelsea the payment of pensions with a sufficient appropriation of funds (from your funds, of course), and they also pointed out that the residue of these funds could more beneficially be applied by direct relief to widows than in the education of the children. Do you follow that in the letter?—I see a paragraph to that effect.

1103. And Mr. Childers (I think it was) stated that he was prepared to prepare a scheme and submit it to the Treasury, so that the surplus funds might be administered, and also to ask the Treasury to make additional grants to form this general fund that you deem it a responsibility of the Patriotic Commissioners to form at some future time?—Yes, but the concluding paragraph of the letter puts the whole crux of the question: "If such a scheme could be established"; and the Ministry came to the conclusion that it could not be established.

1104. Where do you find that?—In the concluding paragraph of the letter from which you have just been quoting, the 17th March, page 10: "If such a scheme could be established"; there is the crux of the whole thing.

1105. "All the existing trusts of the Patriotic Fund might be handed over to the Secretary of State for War and the First Lord of the Admiralty, when the Royal Commission is dissolved"?—Exactly.

1106. "The two schools are closed, the children now there being provided for elsewhere, and the whole of the remaining property of the fund is handed over to the Government"?—Quite so; but that is not the crux of the whole thing.

1107. "An Act of Parliament would, of course, be necessary to give effect to these arrangements": Do you think I am wrong in suggesting that at that moment that was practically the determination they had arrived at?—"If such a scheme could be established"; but I would put it: what is the good of referring to a proposal which was absolutely abandoned in the very same correspondence from the same authority?

1108. Do you claim that that abandonment was occasioned by the fact that they found the scheme impracticable?—Undoubtedly; they acknowledge so in the letter.

1109. Where; can you refer me to the paragraph?—"The deputation pointed out that the Commissioners were charged with the legal custody of several funds raised for particular objects, besides the original funds, and Mr. Childers and Lord Northbrook agreed that this created a great difficulty in carrying out the suggestion that the work of the Commission might now be finally wound up."

1110. Where is that?—Page 15, the final

Mr. *Kearley*—continued.

letter of the Parliamentary Paper you are quoting from.

1111. The letter of June, 1881?—Yes.

1112. You stated in your evidence that these difficulties which gave rise to this investigation and correspondence were caused by too much generosity in the application of the funds; you have given that in evidence?—That is pretty nearly what I said; yes. I rather limited it to the admission that the institution of the boys' school was a mistake.

1113. But that is not what the War Office said, the people who carried on the inquiry; they did not attribute this to too much generosity in the application of the funds?—Well, that is a matter of opinion. They undoubtedly stated that the endowment of the boys' school was not justified by the state of the assets and the liabilities which had been at that time incurred.

1114. Of course, I am perfectly aware that you were not connected with the Patriotic Fund at that time; but I suggest that mismanagement was the cause of those difficulties; it was not a question of too much generosity; it was a question of mismanagement?—I have no doubt that "too much generosity" might by some have applied to it the word "mismanagement."

1115. For instance, the endowment for the boys' school was found to be 60,000*l.* too little, with the result that that transformed the apparent surplus of 68,000*l.* into a deficit of 38,000*l.*, as shown in your report. Then, I think, they pointed out that the school cost 4,000*l.* a year over and above the interest on the endowment, and that the cost of management of the fund and school was 4,000*l.* a year, which would equal 20 per cent. of the then income; all these things were pointed out at that time?—Those and other things were pointed out.

1116. When Mr. Finlaison was here the other day he referred to an idea which he said was in the air to establish a sanitary establishment at Margate?—Well, I think he was hardly in a position to put it exactly in those words; but the fact existed that for the children who required a change of air a sanatorium did exist at Margate, and you will find entries in the accounts from time to time of the maintenance of that establishment. But Mr. Finlaison, you must recollect, is not a servant of the Commission in any way whatever, and he would not have any information on such a point as that.

1117. Now, I will pass to the final fund I wish to deal with, that is, the "Victoria" Fund; you have certain general conditions laid down; I think they were laid down in 1854 and 1855 by Captain Fishbourne and Lieutenant Colonel Lefroy; how far are you justified in treating the "Victoria" dependent on the lines laid down in that paper?—We do not treat them on the lines laid down in that paper.

1118. You do not?—Not at all.

1119. Presently I shall read you a letter that you have written to one of the dependents of the "Victoria" that rather gave me to suppose you were treating them on those lines?—Very well.

1120. But you do not claim that the depen-

Mr. *Kearley*—continued.

dents that come to you, attached to any fund, are to be treated on the lines expressed in this paper?—The very first conditions that the Commissioners have to observe are the administrative conditions which are contained in each deed.

1121. Of course I admit that for the Patriotic Fund it was necessary to make some safeguarding provisions, the rate of death and disaster was very large, and at the time you drew up those conditions the war had not concluded; therefore you were quite justified in laying down the rules; but I had held the opinion until you corrected me that you treated the beneficiaries of these modern funds in the same way and on the same conditions as those laid down for you upon which to administer that Patriotic Fund?—Certainly not the "Victoria."

1122. No, but some of the funds?—I should say certainly, because the conditions of the funds placed them exactly on the same conditions as those of the Patriotic Fund.

1123. Then there would be no trust deed probably in those funds to which you are referring?—There would be, but a trust deed in such a particular would hardly enter into detail.

1124. Now there was nothing in the appeal that was made by the Duke of Cambridge to convey to the public the idea that there would be any restrictions enforced on the beneficiaries?—I should say there could be no intention in any such appeal to place any restrictions or indications of conditions at all. The intention was to appeal, through the Lord Mayor, to the generosity of the public in accordance with the provisions of the Act of 1886 purely and simply.

1125. I think I shall prove to you that you do put restrictions on those people. My point is, that the public gave the money to be distributed among these people without any restrictions; that they were to have the money that was subscribed, every penny of it; the whole of the corpus was to be expended. I think if I read this letter that the Duke of Cambridge wrote to the Lord Mayor (which of course gave rise to the fund) you will see that it is implied there, if not set forth in words, that whatever was raised was to be utilised for the "Victoria" people. That has not been the feature of the other funds. We see clearly from your reports that those funds have not been expended for the benefit of those for whom they were raised?—They have been expended entirely for the benefit of those for whom they were raised as yet.

1126. At the time that the last beneficiary dies, for instance, on the "Captain" fund (the "Captain" fund will not expire with the last beneficiary) there will be a huge surplus. There is a large surplus now?—That remains to be seen.

1127. At the outset of the Victoria Fund the allowances that youmade were not on the basis of those you are making now. You gave widows of able seamen 3*s.* 6*d.* a week, and these rates were fixed three months after the disaster. How do you justify starting to give these people such small sums of money?—Simply by the fact that it was a temporary expedient pending the preparation of a scheme in accordance with the corpus of the fund and

Mr. *Kearley*—continued.

the liabilities that it might be thought necessary to place upon it.

1128. At all events your first scheme, which you explain as being a provisional scheme only, provided for administering about 11*s.* 6*d.* in the pound of the amount subscribed. You remember Mr. Hardy made that calculation?—Yes, and the answer given to the honourable Member was that the scheme was only provisional. It showed no intention of only giving 11*s.* 6*d.* in the pound; none.

1129. Perhaps we shall refer directly, to some correspondence that took place in the "Times" (a letter of Lord Nelson's), I will come to that directly. My point is that this original scheme was not a provisional scheme, and was not intended to be so. I say that with all deference to your opinion. Of course I accept that; but I certainly feel (and others feel the same) that that original scheme would have been the final scheme had it not been for the public agitation that took place at that time?—I will undertake to prove at the next meeting of this Committee that before that scheme I think, but certainly in September 1893, a Committee, over which the Lord Mayor who raised the fund presided, laid down that the principle of the distribution of the "Victoria" Relief Fund should be graded according to rank and wages, and it was upon that principle that the ultimate distribution of the fund (as appears in the report of last year) was made.

1130. But you objected all the way through to allow anybody to be in receipt of a pension larger than the full pay that the husband was receiving at the time of his death?—I do not know that that was ever objected to.

1131. It is clearly stated in Lord Nelson's letter?—Certainly not in any official intimation from the Commissioners, in the shape of the reports to Her Majesty, and certainly in no official communication from me as the servant of the Commissioners.

1132. Do you remember that a reply was written to a certain article that appeared in the "Fortnightly Review," of which I was handed a copy by the Secretary of State for War. May I ask if you accept that article as official; I understood it to represent the reply of the Patriotic Commissioners; I may be quite wrong?—You are quite wrong.

1133. It was sent for publication to certain papers?—Certainly not; and, as far as I know, I really could not, without a stretch of imagination, answer that I know of any article at all.

1134. You know the article in question to which I refer?—You have told me in private conversation of an article, and I have told you that it had no genesis of any kind whatever in the Patriotic Fund.

1135. Then I have been clearly misinformed upon the point?—Yes.

1136. Lord Spencer foresaw, in handing over this fund, that there might possibly be a surplus, and there was a correspondence between him and the Patriotic Commissioners in which he wished to make it a condition that in the case of there being a surplus it should pass to the Admiralty?—That is so.

1137. But

Mr. *Kearley*—continued.

1137. But he did not get his way in that matter ultimately?—He could not.

1138. Why could he not?—Because the Commissioners had no choice. Parliament has laid upon the Commissioners a certain responsibility in regard to policy, and it is not in the power, naturally, of the Commissioners to depart from anything which the Legislature has laid down; and the Legislature laid down that the surpluses of funds were to be applied in the manner indicated by the Act of 1881. It would have been simply *ultra vires* of their liability to Parliament to have undertaken a fund that did not come under that provision.

1139. The "Victoria" went down in June, I think?—June 1893.

1140. But you did not begin to administer the fund until November, five months afterwards, and then on the basis of those small allowances; can you account for the delay in administering these funds?—I do not admit that the word "delay" applies in the very slightest degree to the facts of the case. There was relief being issued at Portsmouth to an extent quite adequate to all the immediate necessities.

1141. I was coming to that; but am I correct in saying that the Patriotic Commissioners did not begin to administer their funds until the 1st November?—I do not admit that as an accurate description. Administration commenced with the receipt of the funds for disposal. That did not take place until August. Then, again, by that time, we had created a local committee at Portsmouth, over which the mayor presided, who intimated to us that they were in possession of ample funds for the relief of the sufferers by the loss of the "Victoria." It was quite in concert with them that we acted, and it would have been absolutely wrong for the Commissioners to have overlapped that relief. It is true that no money was distributed from the Lord Mayor's fund until the 1st November 1893, but for no other reason in this world than that which I have stated.

1142. I understand you to say that the Portsmouth committee was administering a fund collected at Portsmouth, and that was the reason you had not administered until November?—That is hardly an adequate description of the facts; it ought to be supplemented by mentioning that that committee was appointed by the Commissioners themselves, and therefore the Commissioners were daily in touch with the necessities of the sufferers, and relief was being afforded.

1143. But you say that committee was administering relief at Portsmouth?—In conjunction with Miss Weston.

1144. The local committee never administered a shilling of their fund in relief at Portsmouth?—I rather brought out that fact in my previous evidence to show that if the Portsmouth committee who had the bulk of the widows living there under their eye, did not spend a penny, it would have been obviously wrong on the part of the Commissioners to have spent anything.

1145. Miss Weston denies that she was acting on behalf of the Patriotic Fund Commissioners in the relief she gave?—Certainly.

Mr. *Kearley*—continued.

1146. I hope to have Miss Weston here, and I understand she will give evidence to the effect that had it not been for her administration of relief these widows and orphans would practically have starved, and that is the reason why I am pressing you upon the point?—Of course Miss Weston may say what she likes. I do not mean for a moment to say she was administering the relief on behalf of the Patriotic Fund Commissioners; but I do say that if the local committee at Portsmouth are to be believed, and they have made their pronouncement in public, it is because of their knowledge of what she was doing that they did not spend a single penny of the fund subscribed to them; they were acting in conjunction with Miss Weston in regard to relief for which Miss Weston intimated to them she had received funds.

1147. How were the dependents scattered about the country and in Ireland and Scotland relieved?—In many cases Miss Weston gave relief to them. As a matter of fact I know she did, because, at my request, with a view to our not overlapping, she was good enough to send me a statement of the relief which she was giving.

1148. You decided that relief in certain quarters should not be given until two years after the ship had gone down; let me refer you to the case of Mrs. Mary Tiltman; she was a dependent relative; you wrote to her on the 13th of January 1894: "Mrs. Mary Tiltman,—I have the pleasure, by direction of the Commissioners of the Patriotic Fund, to acquaint you that you have been granted in respect of your late son, Edward Tiltman, who was unfortunately lost in H.M.S. 'Victoria,' an allowance from the above fund, as follows: Five shillings (5*s.*) a week for life during widowhood. As you have received from the Admiralty in respect of your late son a gratuity of 48*l.* 13*s.* 4*d.*, the above allowance will commence on 1st July 1895, and will be paid to you quarterly, in advance, from that date"?—I await your question. I do not know what I have to answer.

1149. Do you consider that you were justified in delaying this woman's relief from this fund for two years, simply because she had received 48*l.* from the Admiralty?—It was the opinion undoubtedly of our committee, that that lump sum of money should last for a given time, because it exceeded, undoubtedly, the amount for which she had been dependent upon her son.

1150. You deliberately took the line of holding back this woman's allowance for two years, because she had this money in hand from the Admiralty?—Undoubtedly, the committee thought it was wrong for the relief through the Patriotic Fund, or rather the Victoria Relief Fund, to overlap the relief that had been afforded through the Admiralty.

1151. I will call your attention to a letter Lord Nelson wrote to the "Times" on 19th January of last year. Referring to this question, he said, "The case of a deferred payment till July 1895 was, we believe, a slip of the pen"; he publicly pronounced it to be an accident?

Mr. *Kearley*—continued.

accident?—I can answer for it that nothing was given except by the decision of the committee; but I will look up the circumstances. The honourable Member has not given me the information beforehand, and it is impossible I can answer the question off-hand.

1152. I am quoting from a letter which I will hand to you, if you wish to see it. This is the letter to Mrs. Mary Tiltman?—I know the case; I will look into the circumstances.

1153. I have seen the original letter, and I think it is in your own writing?—They were all signed by me.

1154. I see the date in the letter is mentioned on three different occasions?—I should hesitate to think it was a mistake, because I conducted the examination of every one of these applications before the committee, and every case was dealt with by the committee, whose instructions I carried out.

1155. Ultimately, I believe this woman received the money earlier than the date you named?—Very possibly.

1156. You reviewed the whole system of delaying these payments, and amended the date?—Yes: and I will tell you why. It was because the practice of paying in lump sums awards from Admiralty Funds induced apparently temporary extravagance on the part of the recipients, and we had evidence (which we could not have had at first, and no doubt it would have been wrong for the committee to assume it) that these sums were dissipated within a very short time of their being received. Consequently, the reason for withholding these permanent grants for such a period as has been referred to, it was felt, did not hold good, and the grants took place at an earlier date.

1157. With regard to Miss Weston: Miss Weston states in this correspondence which appeared in the "Times," that she wrote to you, pointing out the serious result of the delay in administering relief, and the only satisfaction she got was a letter in which you stated you were too busy to see her?—I would like to produce that correspondence. Miss Weston has placed upon that correspondence an inference that I do not think any intelligent or impartial mind would draw from it.

1158. Miss Weston also states that the Portsmouth Committee got into communication with her, at her request; that she called their attention to the fact that the administration was not going on, and how serious the result was. She says she first of all opened the negotiations, the inference being that had she not intervened this delay would have continued; she says that the committee at Portsmouth was inactive, and likely to continue inactive?—That is surely a matter for Miss Weston to settle with the committee at Portsmouth; and what the relation of it is with the Patriotic Fund Commissioners I fail to see.

1159. Lord Nelson points out in this correspondence that the Patriotic Fund Commissioners deemed it the first consideration to invest the money; he gives that as an explanation of the delay; do you think, with so many dependents awaiting succour, that the first consideration ought to have been to invest the money; ought it not to have been to administer the money?—Is the honourable Member quoting Lord Nelson quite correctly.

1160. Quite accurately, I believe; I will give you the quotation in a moment. With regard to the intention of increasing these allowances, it is stated in this correspondence, and it is quoted by Miss Weston in her letter, that in the opinion of the Patriotic Fund Commissioners, it was obviously wrong and unfair to the whole class to give any woman more than her husband would have received had he been alive?—That is a statement by Miss Weston.

1161. As being the opinion of the Patriotic Fund Commissioners?—Clearly Miss Weston is not authorised to state the opinion of the Patriotic Fund Commissioners.

1162. Do you deny that they ever held that opinion; am I to understand that you do not agree that the Patriotic Fund Commissioners ever had an idea of refusing to make these grants larger than the pay that the man was receiving at the time of his death?—I say that the answer to that is that the actual scheme of allowances that was sanctioned by the Commissioners appears in the Appendix to the Thirty-second Report.

1163. The final allowances?—I have already suggested to the honourable Member that the provisional scheme was purely provisional.

1164. There is only one other point I wish to ask you about. We see at the commencement of the Report a list of the Patriotic Fund Commissioners, very distinguished gentlemen. I suppose some of them do not attend your meetings at all. For instance, I see that Lord Rosebery is a Patriotic Fund Commissioner, and Mr. Gladstone also?—You are in error as to Lord Rosebery; he is not a Commissioner.

1165. I thought I had seen his name in the list. Is he not a Commissioner?—He is not a Commissioner; I can tell you that off-hand.

1166. It is a very long list; I will not trouble to read it. I see Mr. Gladstone is a Patriotic Fund Commissioner?—As you have mentioned Mr. Gladstone, I would like to tell the Committee a circumstance connected with his name appearing on that list. Mr. Gladstone wrote to me this year, stating that he did not feel that he could allow his name to remain any longer on the list of Commissioners, and requested me to withdraw it. I wrote to him to say that of course if he persisted in that view I should take the necessary steps, but that I ventured to place before him certain circumstances which came under my knowledge in connection with the desire of a former Commissioner to take the same step, and that was the discussion which took place in my presence between two Commissioners (they are both dead now, as it happens) as to the propriety of such a step. One of the Commissioners, who had been a Cabinet Minister, stated that he believed that when anyone accepted service on a Royal Commission, Her Majesty's command to serve on that Commission became a permanent command for life, and that therefore it was not proper for anyone to resign such public service. In the end

Mr.

Mr. *Kearley*—continued.

Mr. Gladstone consented to his name remaining on the list.

1167. Do you keep a book of attendances so that we could appreciate who directs the policy of the Patriotic Fund Commissioners?—Every meeting of the Commissioners and of the Executive and Finance Committee is recorded in the Minute Books of the proceedings of those bodies with the names of those who attend upon each occasion.

1168. What I should like to have would be a return of the attendances for the last few years. You have the materials for supplying that, I understand?—Yes.

Chairman.

1169. If the Committee think it desirable to have such a return you would be able to furnish it?—Yes, no doubt.

Mr. *Kearley.*

1170. There is one other question which we may be able to decide now. Reference was made to a return giving a digest of the ages of those on the funds. You told me the other day that you did not understand that you were to make such a return, or that the Committee had ordered it?—I expressed certain views as to the cost of such a return in relation to the cost of management, and I awaited the appreciation of the Commission of those remarks, but I have since had the advantage of talking over the matter with one of the Commissioners, and I see that, without pressing that point further, what we can do is to make now the re-valuation which would be made at the end of this year serve the same purpose, and, consequently, no extra cost beyond that which would fall at the end of the year would be caused.

1171. That is not what I am putting to you. I am referring to a return, and I understood that the Committee had instructed the Patriotic Fund Commissioners to make such a return, of all the beneficiaries on the various funds, with their ages, so that if it were desired we might make an independent valuation?—That was in your earlier remarks, I think; but in your last remarks you distinctly put it, as I understood, that that re-valuation should be made by Mr. Finlaison, not by an independent actuary. I understood that you would be quite satisfied with that.

1172. I should not, of course, question Mr. Finlaison's valuation; but I desire, if the Committee will support me in my desire, to have a tabulated list of the beneficiaries on the various funds, with their ages?—The only object of furnishing that is for the purpose of an independent valuation. Of course, it is for the Committee to decide whether they desire to have such a return.

1173. I do not think it need be stated at all what the object of it is. The question is whether the Committee decide that such a return should be made?—Quite so. Of course, I am the servant of the Committee. I quite understand what the honourable Member wishes. It is the usual statistical information which we furnish Mr. Finlaison with, and if it is the pleasure of the Committee I will, of course, put it in.

Mr. *Kearley*—continued.

Chairman.

1174. Such a return can be furnished if the Committee desire it?—Yes, I have it here, so far as that goes; I anticipated the demand.

Mr. *Kearley.*

1175. As regards the return asked for by the honourable Gentleman the Member for Guildford, has that return been furnished to the Committee, or is it being prepared?—I have presented a return, so far as I have been able to prepare it, in the hope that as rendered it will be found to be sufficient for the purposes of honourable Members.

1176. Then could you let us have the Royal Warrant of 1893, which governs the administration of the Soldiers' Effects Fund?—I have it here.

1177. Will you put it in?—Yes. (*The same was handed in.*)

Mr. *Thomas Bayley.*

1178. You say you are anxious to widen the scope and the usefulness of these funds; do you mean by having more Parliamentary powers?—That is the only way in which it can be done now, inasmuch as Parliament has laid down the policy for the adoption of the Commissioners.

1179. In the Act of the 12th of August, 1867, to make better provision for the administration of the Patriotic Fund, at the end of Clause 5 it says: "Thirdly, in maintenance, education, training, and advancement of children of other soldiers, seamen, and marines of Her Majesty's Army and Navy who have lost, or hereafter lose, their lives in the service of the Crown, or by or in consequence of casualties sustained or disease contracted in the service of the Crown." Do you say you would have it much wider than that?—Much wider as regards widows; that applies only to children.

1180. You would simply put "widows and children"; that is your idea of making it much wider, is it?—Parliament has, as a matter of fact, laid down the actual procedure in Section 4 of the Patriotic Fund Act of 1881, which is that Her Majesty's advisers may advise Her Majesty to issue a Supplementary Commission to give effect to the provisions of that clause, which is, briefly, to enable the application of any of the surpluses of the funds for general purposes for the benefit of widows, orphans, and other dependents of soldiers, sailors, and marines.

1181. But with regard to children you cannot have the provision wider than it is?—Certainly not.

1182. Then what you mean by making it wider is that you would put in front of the word "children" "widows and children"?—Yes, except this: that you will recollect that that Act was specifically relating to the Patriotic Fund alone, and consequently the Act of 1881 takes a much wider purview.

1183. But this gives you almost unlimited power; the words are, "Casualties sustained or disease contracted in the service of the Crown;"

Mr. *Thomas Bayley*—continued.

it is very wide indeed for children, is it not?—Yes, absolutely wide; in fact, we place the most liberal interpretation upon that, in admitting to the benefits of the Royal Victoria Patriotic Asylum.

1184. Your idea then would be to put the word "widows" before "children"?—And other dependents.

1185. Then at the end of the Act, in Clause 21, it says: "Any Supplementary Commission may direct that the fund known as the Rodriguez Fund shall be applied for the same or the like purposes as the Patriotic Fund, and the same shall be applied accordingly." Have the Commissioners made any use of that clause; have they considered the question of taking that fund over; the section gives them the power of taking over bodily the Rodriguez Fund, and putting it to the same purposes as the Royal Patriotic Fund?—That is so, and it is under that clause that the extension has taken place of late years, in granting educational allowances to children, which forms the bulk of the application of the Rodriguez Fund at the present moment.

1186. Then the Commission have gone carefully into that clause, and have passed certain resolutions on the Rodriguez Fund?—Specifically in relation to the Rodriguez Fund.

1187. As a matter of fact, you might have taken the Rodriguez Fund over bodily according to that clause?—We might have actually put it into the corpus of the Patriotic Fund itself, and it might have been lost sight of; but the principle of the Commissioners has been to reserve any benefactions that are specially given in this way by keeping them in separate accounts.

Mr. *Mowbray.*

1188. I just wish to ask one question arising out of a question Mr. Kearley asked about the "Victoria" Fund. I did not quite understand one statement of yours; I think you said some widow did not get relief for two years, because she had had 48*l.* from the Admiralty in the first instance in a lump sum?—My answer was meant to convey that the decision which was communicated in the letter which the honourable Member read, to the effect that the benefaction to be afforded from the "Victoria" Fund would not commence until two years after the date of the loss of the "Victoria," was caused by the consideration given by the committee who examined into the claim, to the fact that a sum of 48*l.* odd had been granted by the Admiralty as compensation for the loss of the son.

1189. That was what I quite understood was it; but then I wanted to ask whether that was consistent with the statement on page 16 of your paper, that the allowances on the "Victoria" Fund are "in addition to naval pensions and allowances from Greenwich Hospital Funds," because in this case you seem to have postponed the payment out of the "Victoria" Fund on the ground that something had been received from the Admiralty funds?—There is a technical difference which I think any one accustomed to Naval administration will understand, and it is this: The statement on page 16, that these allowances are in addition to naval pensions and allowances from Greenwich Hospital Funds,

Mr. *Mowbray*—continued.

applies in the case of permanent allowances from Naval Funds. In the case of Mrs. Tiltman she was what is called a dependent relative. She was not entitled to a permanent allowance from the Greenwich Hospital Fund, but was awarded a gratuity that represented 12 months' pay of the son who was lost, and therefore the statement on page 16 is perfectly consistent with the statement that in this case the gratuity has been taken into consideration.

1190. Then, it comes practically to this, does it not: that if the allowance had been in the shape of an annual payment it would not have been a bar to her receiving assistance from the public funds, but having been in the shape of a lump sum you did take it into consideration?—To the extent of the lump sum.

1191. There is one other question I wish to ask with regard to the "Victoria" Fund; for how long were these subscriptions coming in after the fund began to be raised?—The fund was raised by the Lord Mayor, not by the Commissioners. The process was for His Royal Highness, the president of the Patriotic Fund Commission, to appeal to the Lord Mayor to open a fund, and beyond that nothing was done, so far as the Patriotic Fund Commissioners were concerned, to gather in subscriptions. That work was done by the Lord Mayor, and the correspondence which is attached to the 32nd Report explains how that fund was handed over ultimately to the Patriotic Fund Commissioners in instalments, the first of which reached us on the 9th of August 1893.

1192. What I wanted to know was whether subscriptions came in to a larger amount after the provisional arrangements that have been referred to were first arrived at?—No, I should say that the subscriptions in the earlier days were of a larger amount; it was practically subscribed, I should think, by September.

1193. Then, in fact, at the time at which you came to your provisional arrangement you had practically got the whole amount which you subsequently had to deal with?—No, not altogether.

1194. Practically?—The first instalment of 50,000*l.* was handed over to us on the 9th of August. I should have to refer to the accounts to answer intelligently the question as to whether it really did come to us before the provisional scheme, but I think, practically, it may be admitted.

1195 I want to know whether the provisional character of the scheme was affected by the fact that large and substantial sums came into your hands after the provisional scheme, and that that led to a modification of the scheme?—I understand your question now, and my answer is that, on the contrary, the provisional scheme was put forth simply and entirely as a provisional relief in addition to the relief which had been already afforded, and in view of that relief in many cases being in sums which would have been larger than what would ordinarily have been the case; that is to say, than what would ordinarily have been the case according to such information as we had with regard to previous funds.

1196. There was no intention of its being a permanent arrangement?—On the contrary, I would

Mr. *Mowbray*—continued.

would like to refer again to my answer to a previous Question (1129), because I think it will much better than any other answer show that the principle which ultimately obtained as to the distribution of the relief was based upon "rank and salary"; I will produce the agenda-book, and the minute therein of the Lord Mayor himself, showing those words "rank and salary" attached, and therefore, what principle the fund was to be administered upon. I hope that will be completely satisfactory to the Committee, as showing the principles on which from the very first it was to be administered.

Mr. *Seale-Hayne.*

1197. There are just one or two points I should like to get some information upon. How often do the Patriotic Fund Commissioners meet?—The Patriotic Fund Commissioners meet when there is no particular administrative business for consideration once a year; but when there is business like the administration of a new fund (the "Victoria" Fund, for instance) they meet as often as the requirements of the case indicate.

1198. I presume during the last two years, or three years, they have only met once a year?—No, a great deal more.

1199. But I want to know, on the average, how often do they meet?—I cannot say as to the average; under the circumstances I have just indicated, that is in ordinary circumstances, when there was no business requiring administrative direction, for it is to be remembered that the Commissioners' province is entirely in giving direction to another body, which is the executive and finance committee——

1200. I am coming to that presently. They have, as a body of Commissioners, no regular days of attendance, except this single annual meeting?—That is so.

1201. Now, who are the executive committee?—The names of the executive committee are given on the third page of every report that is presented to Her Majesty.

1202. Who usually attend?—Nearly all of them.

1203. Do all of them attend?—All of them attend.

1204. How frequently are these meetings?—Once a month invariably, and sometimes oftener; during the time of the "Victoria" Fund there were meetings almost continually.

1205. But I mean when they have nothing special like that?—Once a month.

1206. Is once a month the regular meeting day?—Yes, for the executive and finance committee; there are other sub-committees.

1207. You say all of them attend?—Sometimes I have had as many as 14 out of the 16.

1208. I want to get at what the average is?—You may say they always attend. It would be very invidious to take out any one and say he did not attend.

1209. We are not here to pay attention to considerations of that sort: we want to know, as a matter of fact, are you correct in stating that these gentlemen always attend?—Certainly.

1210. All of them?—Certainly.

1211. Are you going to put in a table of the attendances?—As the Committee please.

Mr. *Seale-Hayne*—continued.

1212. That I understand the Committee will decide presently. Meanwhile, I will ask you this: If I pick out one or two of these gentlemen, are you prepared to give evidence now as to the number of their attendances?—Speaking from memory, I could certainly.

1213. I want the actual fact?—My memory is good enough to say whether any individual is regular or irregular in attendance.

1214. You will understand I do not wish to reflect upon any of these gentlemen in the least degree; I only want to arrive at the actual facts of the case?—Quite so.

1215. I will take a friend of my own, whose name I see here, Mr. Leveson-Gower, how many times has he attended during the past year?—During this year he has already been three times out of five, I should think; he was at the last meeting.

1216. Are you prepared to state that he has attended three times this last year?—I would rather put in a return if the Committee wish to have the exact attendances.

1217. I think it would be much better if we had the return. What are the provinces of the executive committee and the sub-committees that you have mentioned?—The province of the executive committee is to carry out the orders and regulations of the Commissioners in regard to the administration of the various funds.

1218. That is rather a general answer?—Their province is very general.

1219. You say there are sub-committees, and, of course, those sub-committees have each their various provinces; would you just inform us what they do?—There is the committee of management of the Royal Patriotic Asylum, which you will see referred to on the third page, which consists of 12 members of the committee and four ladies who assist the committee. They deal with the management of the Royal Victoria Patriotic Asylum and its endowments.

1220. Will you give us the name of another sub-committee?—There is the finance sub-committee, which is a sub-committee of four members of the executive and finance committee, which reports directly to the executive and finance committee upon detail matters connected with the accounts and finance.

1221. Who belong to that sub-finance committee?—The Right Honourable Sir Arthur Hayter, Lord Chelmsford, Sir Arthur Herbert, and Mr. Henry Robinson.

1222. All questions of investment, re-investment, and transfer of money, I presume, are dealt with by that finance sub-committee?—Not necessarily: when it is a matter of such magnitude as that which was indicated in the question addressed to the auditor in connection with the sale of 71,000*l.* of colonial securities last year, that was entrusted, by the desire of the Commissioners, to the Right Honourable William Lidderdale, who is on the Board of the Bank of England, and an ex-governor of the Bank of England.

1223. As regards other smaller transfers of stock (of which I have a list here, which I shall put a question about presently) are these transfers brought before the finance sub-committee?—They are approved by the finance sub-committee and reported to the executive and finance committee

Mr. *Seale-Hayne*—continued.

committee on each occasion that they are made.

1224. I understood you to say just now that these transfers of stock were not brought before the finance committee?—You did not ask me any questions about the transfer of stock until this last question, as I understood.

1225. I asked whether transfers of stock and matters of investments came before the finance committee?—And I said, when they assumed the magnitude which I referred to, they were dealt with specially by the Right Honourable William Lidderdale.

1226. I asked you whether these small transactions come before the finance committee?—I answer that they come before the finance sub-committee.

1227. Each one?—Each one. They cannot be carried out without the authority of the executive and finance committee. The finance sub-committee has no authority to deal with these by itself; it only reports.

1228. I only ask for the sake of information. In the administration of these funds, and in awarding the weekly amounts payable and so on, do you take into consideration the private circumstances of the recipient?—All the awards of specials funds are made under the conditions of the trust-deed.

1229. I know that; but let me take, for instance, the Balaclava Relief Fund, in which you added certain allowances of 7*s.* a week, as referred to on page 14 of your paper; do you inquire before making such an addition into the circumstances of the recipient?—We are bound by the provisions of the deed to do so.

1230. What sort of an inquiry do you make?—We make an inquiry as to whether the recipients are in circumstances of privation and want, and whether they are in receipt of an army pension.

1231. All those things are taken into consideration, are they?—They are bound to be by the provisions of the deed.

1232. I am not asking whether they are bound to be, but whether they are as a fact?—I cannot answer the question, except according to what one feels is the necessity of the case.

1233. Are they taken into consideration or are they not; I understand you to say that they are?—Yes; but the importance of it is that these things are dictated to the Commissioners by the deed.

1234. I do not question that in the least; but they are taken into consideration, are they?—Subject to what I have said, that is so.

1235. Now, in the 33rd Report of the Commissioners, I see as regards the school, the Diocesan Inspector's Annual Report, you have other children besides Church of England children in that school, have you not?—Not at the Royal Victoria Patriotic Asylum.

1236. Are there no Wesleyans?—No; we tried to get them, but we could not get any.

1237. Did you not tell us that there were some Wesleyans in that school?—On the contrary, my answer was to the effect that we tried and could not get them.

1238. I understood you to say that there were some Wesleyans. The Roman Catholics I know are at a school elsewhere, but I understood you to say that there were some Wesleyans?—We tried to get them in, and I said I was in communication with a reverend gentleman who represented the interests of the soldiers' and sailors' children with a view to getting in children of the Wesleyan faith, but up to the present moment we have not succeeded in getting in any. If you will turn to my answer you will find that that is what I said.

1239. I daresay you are right, but it is a remarkable thing, is it not, that there are no Wesleyan applicants?—It is, and I remarked it to the gentleman himself when he called on me some ten days ago; I said, "You have not brought us a single case yet."

Colonel *Wyndham Murray.*

1240. Did he give any reason for it?—I think those who are conversant with the return of religions in the Army know that, so far as declaration is concerned, at all events, the proportion is very much greater of those who declare they belong to the Church of England.

Mr. *Seale-Hayne.*

1241. I hold in my hand a list that has been furnished me by my office of the transfers that have taken place since December 1888 to the present time; those transfers, as you are aware, come to me and have to be signed by me, and I merely ask this for the sake of information. I observe in a recent transaction in January 1895 there was a transfer of Great Western Railway Stock of 1,793*l.* 2*s.* 1*d.* from general account to the "Captain" Relief Fund. Then in March 1895 there was a transfer of 1,223*l.* 14*s.* 5*d.* of 2¾ per cent. consols from the "Soldiers' Effects" Fund to the "Captain" Relief Fund; will you explain to me, and let the Committee know as a matter of information, why it was necessary to do that; for what purpose were the transfers made?—The accounts for this year will show that those transactions were due, in the case of the "Captain" Relief Fund that has been quoted, to the fact that a certain number of colonial bonds were paid off, and the Patriotic Fund requiring money to meet its immediate necessities, the transfer was made from the Patriotic Fund of the Great Western stock, and the cash was taken from the "Captain" Fund. Similarly, the other transactions referred to in the case of the "Eurydice" Fund were the result of the auditor calling attention, as it now turns out erroneously, to the fact that certain investments that were made at the end of last year——

1242. That is another transaction to which I have not called attention; the one I spoke about was the transfer from the Soldiers' Effects Fund again to the "Captain" Relief Fund?—That is the explanation; it was in connection with those queries.

1243. How does that accord with the general policy of keeping all these funds separate, because the transfers backwards and forwards from fund to fund are very numerous indeed?—They are necessarily numerous. Every year there are deficiencies to be met on the part of certain funds,

Mr. *Seale-Hayne*—continued.

funds, and there are surpluses to be invested on the part of other funds, and those transfers are the results of a scheme which is most profitable to the fund concerned; because instead of selling out in one case to meet deficiencies, as was the case some years ago, and buying in in other cases, a mere book transfer taken upon the evidence of the Bank of England of the price of the day suffices for the transaction; and thereby the loss that results from sales and investments in the shape of commission and the turn of the market is saved to the various funds.

1244. I want to know why you treat each of these funds as a separate estate, as it were; as I understand you to say you do?—It is so.

1245. That being so, why is it necessary to transfer backwards and forwards from one fund to the other these sums of money at different times; because it would seem, instead of treating it as a separate estate upon its own bottom, you are treating the whole as one fund?—On the contrary, we are treating them absolutely as separate funds and separate estates. Those transactions, in fact, are maintaining the principle of separate estates.

1246. If you treat them as separate estates, why is it necessary to transfer the money from one fund to the other?—Because some funds have to sell out stock to meet deficiencies of income, to meet payments, while other funds are giving a surplus every day; they have more cash in hand than is required to meet expenditure. Consequently we make these transfers. In the Capital and Income Accounts why it is done is clearly accounted for.

1247. I have not the slightest doubt of that. I am only asking to ascertain what principle it is that you go upon?—Upon the highest economy.

1248. Who is it that determines what investments are made and the character of the investments; who is responsible for that?—The investments, of course, are made at the inception of a fund, as, for example, in the case of the "Victoria" Fund.

1249. I know that; what I am asking is, who orders the investments to be made; is it the Finance Committee, or do they employ a broker, or who determines what investments are to be made?—I replied to the honourable Member that, in the case of the large re-investments that took place, the Right Honourable William Lidderdale undertook the duties of making the investments; and that applies in the case of all new investments.

1250. But the Right Honourable William Lidderdale is not always present; what is the rule of the Commission?—He is always present for that purpose; the thing is referred to him to do.

1251. He is a single individual; what is the rule of the Patriotic Fund Commissioners in regard to investments; who determines it?—The Right Honourable William Lidderdale in this case.

1252. He is a man who has only been there for a few years?—The Right Honourable Lord Addington did it before.

1253. It is entrusted to one individual, is it?—Undoubtedly, because the desire is to get the highest financial experience in the matter.

Chairman.

1254. Then his action is approved by the Committee afterwards?—Yes.

Mr. *Seale-Hayne.*

1255. That being so, let me ask who advised the investment in Manchester Ship Canal Debentures?—The Right Honourable William Lidderdale; but I ought, I think, to have noticed the question put by the honourable Member for Devonport in that respect, and to have brought it out in evidence that the debentures are those called the "First Series," one repayable in 1896 and the other in 1914, and specially secured upon the tolls of the Bridgewater Canal, which, even supposing that the Manchester Ship Canal were to come to an end, would be sufficient to pay the interest upon those debentures.

1256. That security was the Right Honourable William Lidderdale's recommendation?—That was so.

1257. Who recommended the investment of so much money in Colonial Bonds?—Well, that, of course, is an accumulation of a number of years; and as Lord Addington was the adviser up to 1892, I think it may be said it was due to some extent to Lord Addington.

1258. You only speak as to that from recollection?—From the fact that in turning up the correspondence I have seen that Lord Addington was the adviser of the Commissioners in these matters.

1259. Does any resolution exist in your books appointing Lord Addington the adviser of the Commissioners in these matters?—I could not say without referring to the books; it is before my time.

1260. Is there any resolution in your books appointing the Right Honourable William Lidderdale adviser to the Commissioners in these matters?—I think so.

1261. Can you say so positively?—I can refer you to the last minutes in which the Right Honourable William Lidderdale, at any rate, reported to the Royal Patriotic Commissioners in person the result of his re-investments.

1262. As I understood you just now, in estimating the value of your property you take into consideration its income-bearing capacity more than the market value. I wish to understand what you said just now, because I rather think it has led to misapprehension. In stating the values of these securities which you hold, you value them rather in regard to their income-bearing capacity in order to meet your annual expenditure than having regard to the capital value if they were put upon the market; is that so?—The valuation of all the securities lies entirely with the Actuary, Mr. Finlaison, and with no one else. I do not value the securities, the committee do not value the securities, and the Commissioners do not value the securities.

1263. I want to refer you to an answer you made just now to a question put by the honourable Member for Devonport. Your answer led me to suppose that the income which the security produced was, in your mind, the measure of the value of that security?—I am afraid my answer must have been misinterpreted. I think the question to which the right honourable gentle-

Mr. *Seale-Hayne*—continued.

man refers is that in which I explained the circumstance of the decrease of capital in the "Eurydice" Fund; that is to say, the Colonial Securities were producing 4 per cent., and yet, to put them into Home Securities of the class we have to put them into, we have to pay almost the same money, and only get 3 per cent. from the face value.

1264. Still, the better-class security will make the total value of the fund all the better?—The right honourable gentleman is directing his observations to a point which is entirely within the responsibility of the actuary.

1265. We have had the evidence of the actuary?—I have no responsibility, nor have the Committee, nor have the Commissioners, with regard to the valuation of the securities.

Mr. *Seale-Hayne*—continued.

1266. What we want to get at here, and what it appears we have not got at present, is the total value in the market of the whole of the securities you hold. The actuary told us that he took into consideration the income capacity of each security, and the result is that the most valuable securities appear at a lower rate than the inferior securities in his valuation. Now what we want to get at, and what, I take it, the honourable Member for Devonport wants to get at, is the actual market value of all the securities you have got here. That is not shown on your accounts?—Certainly not.

Mr. THOMAS CAVE-BROWNE-CAVE, called in; and Examined.

Chairman.

1267. WILL you explain the position you occupy at the War Office?—I am an Assistant Accountant General of the Army.

1268. Has it come within the range of your duty to consider applications from widows, orphans, and dependent persons, from time to time, made to the Secretary of State for War?—Yes.

1269. Are such applications numerous?—Yes, very numerous.

1270. Is there any fund administered at the War Office which is available for that class of persons below the rank of an officer?—None whatever.

1271. What is the course taken when such applications come; are there a number which you are not able to assist from any War Office funds; what is done in such cases?—The regret of the Secretary of State is expressed that he has no fund at his disposal out of which he can meet the claims.

1272. Is it your practice to communicate with the Patriotic Fund Commissioners at any time?—Only in very exceptional cases, where we think the Patriotic Fund Commissioners might possibly be able to grant relief; such cases are very rare.

1273. You have, I believe, taken the trouble to extract from the records in your department some examples of the kind I refer to, have you not?—Yes. You asked us for a return of all the refusals since the 1st January 1887, and we have searched 34 books containing 40,000 pages for applications from relatives of soldiers, and 17 books containing 14,000 pages for applications from relatives of officers. We have analysed them since, to a great extent, and have taken out from that number 43 specimen cases, and sent them to the Patriotic Fund Commissioners, to ascertain whether they could have granted relief had those applications been sent to them. I have the answer from the Patriotic Fund Commissioners here to the effect "that a reply shall be made as soon as the necessary examination of the applications has been effected as to whether the Commissioners of the Patriotic Fund have any funds at their disposal out of which they can grant assistance in these cases."

Chairman—continued.

You will understand we sent those 43 cases simply as being 43 of the most urgent cases we could find out of the 900 applications.

1274. Are you quoting a stereotype form of reply?—No, this is the form of reply we received from the Patriotic Fund Commissioners to our application when we sent the 43 cases to them for consideration.

1275. What is the date of the reply?—The 28th of this month. We did not send them all, as a matter of fact, at the time they arose; that has not been our practice, because we did not till quite recently (in fact until this Committee was appointed) know of the existence of the "Rodriguez" Fund.

Mr. *Brodrick.*

1276. What is the total number of cases which you say you have had at the War Office?—We have had from soldiers about 900 cases for relief since the 1st of January 1887.

1277. How many of those were sent on to the Patriotic Fund Commissioners automatically?—I do not suppose above two or three out of the whole number.

1278. That is to say, the War Office recognises no liability, if it cannot dispose of the case itself, to communicate with the Patriotic Fund Commissioners?—None whatever.

1279. There is no system as regards that?—No system whatever. Until we knew of the "Rodriguez" Fund we should not have felt justified in sending them on at all.

1280. At the War Office you have no knowledge officially of what the conditions of the Patriotic Fund grants are; have you any official knowledge as to that?—Not connected with the "Rodriguez" Fund.

1281. The two things are not worked together?—Not at all.

1282. You have, I think, the control of all these questions of retired pay?—Yes; under the Accountant General.

1283. And as regards such questions as relief, you have never been instructed to see Colonel Young in regard to any cases?—No, never.

1284. Consequently,

Mr. *Brodrick*—continued.

1284. Consequently, it is merely a fortuitous occurrence if a case is sent on by order of the Financial Secretary or the Accountant General?—So far as I can remember, a few cases were sent to the Patriotic Fund Commissioners, because the Accountant General happened himself to be a Patriotic Fund Commissioner, and he thought it worth while to try whether they could get relief from them; but it was from his personal knowledge as a Patriotic Fund Commissioner that he sent them on.

1285. What is the amount of the relief fund every year?—£.1,250; that is, for officers' relatives.

1286. What are the amounts that are usually given in grants to individuals?—It depends entirely upon the merits of each case. If it is the case of a widow who is very badly off, with a large family, as a first grant, as high a sum as 50*l.* has been granted.

1287. That is unusual, I suppose?—That is unusual; there have been several such cases; but the usual grant is 20*l.* to a widow, 15*l.* to a daughter, and 10*l.* to a more distant relative, such as a sister.

1288. Those cannot be renewed until after three years?—Not till after three years.

1289. Consequently they were merely a drop in the ocean?—It is very very slight.

1290. Does it occur to you, with your long experience, that it would be possible to initiate any system by which the War Office might inform the Patriotic Fund Commissioners of all cases which come within the purview, or seem to come within the purview, of the Patriotic Fund, which come first to the War Office?—Yes, I think it would be. Judging from the experience we have had within the last few weeks, I should think it is a very desirable course to adopt, and will undoubtedly be adopted.

1291. Have the Patriotic Fund Commissioners ever informed the War Office officially; or has the knowledge ever come to you officially, that the Patriotic Fund Commissioners were willing to give so much in certain classes of cases; has any advertisement, so to speak, of that kind ever been made?—No.

1292. Except what you have happened to pick up casually, you have no official knowledge?—No official knowledge whatever.

1293. How was the "Soldiers' Effects" Fund administered before 1863?—It was not administered as a fund at all.

1294. How was it administered from 1863 to 1884, when the Royal Warrant was passed handing it over to the Patriotic Fund Commissioners?—It was not treated as a fund; it was simply the unclaimed effects of deceased soldiers invested as funds accumulated; there were no grants out of the fund to anybody until it was handed over to the Patriotic Fund Commissioners.

1295. How long is it before you consider soldiers' effects unclaimed; that is to say, how long is it before you consider yourselves at liberty to hand them over to the Patriotic Fund Commissioners?—In the seventh year; for instance, the amount of the effects which had been received up to the 31st March 1888 was handed over to the Patriotic Fund Commissioners on the 1st April 1895 in accordance with the Act of Parliament, that is seven years afterwards.

1296. Do you advertise in any way the soldiers' effects?—Yes; regularly, in accordance with the Act.

1297. You do what you can?—Yes; a notification is always published in the "London Gazette." So far as we know, we take every step to ensure the effects getting into the hands of those entitled to them.

1298. But, practically, in handing over the "Soldiers' Effects" Funds, you consider you have freed yourself from the whole of that business, and it has now gone to the Patriotic Fund Commissioners?—Quite so.

1299. Will you tell us how the effects of deserters have been treated?—They are not included in the "Soldiers' Effects" Fund; they are carried to the credit of the Full Pay Vote, Appropriation-in-Aid.

Mr. *Mowbray.*

1300. As an Appropriation in Aid?—Yes, as an Appropriation in Aid of the Full Pay Vote, because a deserter may turn up at any time and have his money.

Mr. *Brodrick.*

1301. May we take the sum of your evidence to be this: that the War Office having handed over the "Soldiers' Effects" Fund considers it has discharged its functions with regard to the relief of widows of soldiers, but that no machinery exists whereby any widows who might be relieved and are brought to the notice of the War Office are transferred to the Patriotic Fund?—That has been so hitherto.

Chairman.

1302. Do you anticipate there would be any difficulty on our part in devising some method to meet that?—None whatever. Now that it has been brought to notice that some of these cases could be relieved, we shall certainly send up all cases to them that we cannot relieve.

1303. You will undertake that the matter shall not be lost sight of, so that some scheme shall be devised?—Certainly.

Mr. *Mowbray.*

1304. Were these 900 cases mostly distressed soldiers or widows and children?—They were all distressed relatives of soldiers; most of them were widows and children.

1305. Have you any idea if that proportion of those persons could be entitled to relief under the "Soldiers' Effects" Fund?—A very small proportion, I should say. We have taken out 43 cases as a test, and it is almost impossible to say what the proportion would be until we have had them examined by the Patriotic Fund Commissioners.

Mr. *Mowbray*—continued.

1306. Do you think that these 43 cases out of the 900 are at the outside the greatest number that could be relieved out of the "Soldiers' Effects" Fund?—Yes; a considerable proportion of the 43 cases have been already relieved by the Patriotic Fund Commissioners. The applicants have gone to the Patriotic Fund Commissioners when they found they could not get relief from us, and have been relieved by the Patriotic Fund Commissioners.

Mr. *Mowbray*—continued.

1307. I suppose you expect to hear from the Patriotic Fund Commissioners as to these 43 cases in detail?—Yes; we have sent those cases as test cases, and we are awaiting the result.

1308. No doubt the result will be laid before this Committee?—Certainly, if the Committee wish for it.

Friday, 14*th June* 1895.

MEMBERS PRESENT:

Mr. Egerton Allen.
Mr. Thomas Bayley.
Commander Bethell.
Mr. Brodrick.
Mr. Cochrane.
Mr. Seale-Hayne.
Mr. Kearley.
Mr. Luttrell.
Mr. Mowbray.
Colonel Wyndham Murray.
Captain Norton.
Lord Edmund Talbot.
Mr. Woodall.

MR. WILLIAM WOODALL, IN THE CHAIR.

Colonel J. S. YOUNG, re-called; and further Examined.

Mr. *Brodrick.*

1309. YOU have kindly handed to the Committee the Thirty-third Report, the last Report of the Royal Commissioners. Now, there are at present, I believe, 32 Royal Commissioners, are there not?—Thirty-one, I think.

1310. This Report is signed on the 9th of April by 29 of them; was that Report signed at a meeting of the Commissioners?—By those that were present at a meeting of the Commissioners, but it was circulated to each individual Member for his perusal before he signed it.

1311. How many Commissioners were present at the discussion of the Report?—I am not able to say without referring to the Minute Book, but, speaking from memory, it was 20, I think.

1312. As many as that?—Quite as many as that, I should think; 19 or 20.

1313. Would that be the ordinary attendance?—In accordance with the wish of the Committee at the last meeting, I have prepared returns of the attendances for the last five years of the Commissioners, the Executive Committee, and such Sub-Committees as there are records of attendances.

1314. Could you state generally the effect of those returns?—Well, generally speaking, I think I am within the mark in saying that since I have been secretary (which is, of course, all I could speak of from personal recollection) from 12 to 20 have attended the meetings. Here, for instance, is the return of His Royal Highness's attendances; they are complete; that is, 12 attendances during the last five years; he never missed an attendance. Lord Nelson only missed one, that was 11 out of a possible 12; Lord Chelmsford's attendances are complete; Lord Welby's 10 out of a possible 12; Sir George Hayter-Chubb's 10 out of a possible 11. The attendances of the Accountant General of the Navy are nine out of a possible 12; the Accountant General of the Army complete, 12 attendances; and the others varied from seven down to one out of a possible 12.

1315. That I suppose we may consider as a high ratio of the attendance considering the very busy character of most of your Commissioners?—I should say it was a very good attendance indeed.

Mr. *Brodrick*—continued.

1316. At all events, what you would convey to the Committee is that there is a considerable interest felt by the individual Commissioners in the whole of the business of the Commission?—Not only is there a considerable interest, but a continuous and active interest on the part of the Commissioners in the administration of the funds.

1317. And it would be erroneous to suppose that the business is mainly transacted by two or three Commissioners; on the contrary, the fact is that a large majority of the Commissioners are present?—It would be absolutely erroneous to draw any such conclusion as that it is done merely by a minority, as the attendances that I have just given show.

1318. Now, taking the general result of your administration of the funds would it be right to consider a fund like the "Captain" Fund, what you may call a temporary fund; it is a fund, is it not, which cannot have any fresh claims on it now?—Exactly so. In answer to the honourable Member for Devonport, I divided the funds into two classes, those which were liable to have fresh annuitants placed upon them in accordance with the conditions, in which category were the Patriotic Fund, the Soldiers' Effects Fund, the Royal Naval Relief Fund, and the Rodriguez Fund; and in the other category were those cases such as the "Captain" Fund, the "Eurydice" Fund, and the "Atalanta" Fund, which were subscribed in the cases of vessels that had gone down, and where consequently no fresh recipients, but those who were dependent upon persons lost in those vessels, could have any claim upon the fund.

1319. Now, I have made a computation here of what are merely terminable funds, that is to say, I suppose I may include in these the "Captain" Fund, the "Eurydice" Fund, the Zulu War Fund, the "Atalanta" Fund, the Ashantee War Fund, the Balaclava Fund, and the "Victoria"

Mr. *Brodrick*—continued.

"Victoria Fund." Now all those funds, which must sooner or later die out, or the recipients of which must come to an end; they are not like the Patriotic Fund itself?—That is so.

1320. Now do you think it is known to the Commissioners that as a fact the actual expenditure yearly under those terminable funds is less than the interest that is coming in from the securities in respect of those funds?—Undoubtedly in the cases in which that state of affairs does exist; but it does not exist in all cases, as you will see by the table of the statement that I prepared for the Committee.

1321. Taking those funds which I have mentioned (I am leaving out the "Victoria", on which you have been very carefully examined by Mr. Kearley) is it the fact the receipts in 1894 amounted to, roughly speaking, about 3,500*l.*, and that the expenditure in 1894, roughly speaking, amounted to about 2,500*l.*?—I should have to make the calculation, but I would point out that in the "Atalanta" Fund the receipts were 295*l.* and the expenditure was 330*l.*; in the Ashantee War Fund the receipts were 79*l.* 17*s.* 10*d.* and the expenditure 83*l.* 4*s.*; and in the Light Brigade (Balaclava) Fund the receipts were 121*l.* 14s. 6*d.* and the expenditure was 170*l.* 7*s.* 6*d.*

1322. In the "Captain" Fund the receipts, I see, were 1,363*l.*, and the expenditure 1,039*l.*?—Yes.

1323. And in the "Eurydice" Fund the receipts were 582*l.* and the expenditure was 460*l.*?—Yes, that is so, and the Royal Naval Relief Fund and the Zulu War Fund are in that category.

1324. So that it practically comes to this: that in the case of all those terminable funds you are spending less than the actual receipts?—That is well known.

1325. Now, is that a deliberate policy on the part of the Commissioners?—The policy in regard to each fund is, as I have explained, governed first by the conditions of the deed of trust; next by the act of the Legislature, in regard to any surpluses that may arise upon each fund as expressed in Section 4 of the Patriotic Fund Act of 1881. It is admitted that these funds that you have referred to are in receipt of greater income now than the expenditure which is considered necessary in fulfilment of the objects of the trusts, and these go to the increase of the surpluses; and, as I answered to the honourable Member for Devonport, the question of the time at which it may be right to deal with these surpluses in an acute sense must be a matter undoubtedly of the responsibility of the Commissioners as a matter of administration. They have admitted that that time has arrived in regard to the Patriotic Fund, but not in regard to any other fund.

1326. But the question I am rather putting to you is not with regard to the time of dealing with the surpluses, but with regard to the desirability of creating a surplus on these terminable funds; what I want to get at is what is the policy of the Commissioners when a fund of the nature of the "Captain" Fund is placed in their hands to administer; is their policy to give

Mr. *Brodrick*—continued.

those who are beneficiaries under that fund the utmost amount that can be got out of the fund actuarily, or is it to create a surplus which is to be placed in the lump with the rest of the Patriotic Fund?—It certainly is not to create a surplus; that I can answer most assuredly; surplus arises from quite other circumstances; skill in investment is perhaps the largest cause of surpluses arising; but the policy in regard to those funds is the policy laid down for the Commissioners by the Legislature in connection with the Patriotic Fund; because these funds that you have referred to (the "Captain" and the "Eurydice") were distinctly handed over to follow in the steps of the Patriotic Fund.

1327. But why should not the beneficiaries of each particular fund get the benefit of the skill in investment of the Commissioners?—That, of course, is a matter of policy that has hardly yet attained the stage of development in the direction that the honourable Member is pursuing. The Commissioners consider that the trusts have been met by the allowances that have been already granted.

1328. But does it occur to the Commissioners, do you think, that people who subscribe to these funds after a great disaster subscribe in the hope that those who have lost relatives will get the largest amount that can be got out of their subscriptions?—I answer to that that the deed is in opposition to such an interpretation being placed upon the intentions of the subscribers.

1329. The question we want to get at is this: whether those who subscribe to terminable funds, and for a particular disaster, are to understand from your evidence that out of every pound they give about 15*s.* will go to those people, and 5*s.* will go to a purpose to which they did not subscribe?—Certainly not. I have never given any indication that that is the policy of the Commissioners. I have, on the contrary, given an indication that the Commissioners are bound by the conditions of the trust. In this very "Captain" Fund the deed of trust itself laid down the scales of allowances that were to be given. We did not settle the scales of allowances; they are scheduled in the deed.

1330. That is not so in all the funds?—Those you are referring to, the "Eurydice" and the "Captain" funds, are the two principal ones, and in those it is so; the "Eurydice" also has a schedule of recipients, as you will find here (*pointing to the deed of trust*).

1331. But the Commissioners have laid down their own scales in several cases?—Not in these trust deed funds.

1332. Not in the "Captain" fund?—No, for in all trust deed funds they take care to place the responsibility upon those who ask them to administer them to indicate the conditions upon which the trusts are to be fulfilled.

1333. Let us take the Rodriguez Fund; the Commissioners were not there bound by anything except the will of Don Rodriguez, were they?—That is so.

1334. The amount of the fund now is 14,771*l.*, and the original bequest was about half that amount, was it not?—Yes.

1335. Now the Commissioners framed the regulations

Mr. *Brodrick*—continued.

regulations under which they were about to administer the fund, did they not?—Yes, in the 8th Report they laid down the scheme, which I read out on the last occasion, at page 61 of their 8th Report.

1336. The Commissioners say, at page 39 of the 8th Report: "The small amount to be periodically distributed precludes any retrospective action"; why does it preclude that?—Of course, you are asking me a question which relates to the year 1869, and that was their dictum in the year 1869; and, as I have pointed out to the Committee more than once, the administration of the Rodriguez Fund is also governed by the Patriotic Fund Acts of 1867 and 1881, which directed that it should be applied to like purposes as the Patriotic Fund.

1337. Quite so; but before those Acts were passed the Commissioners had the money to deal with, and they laid it down in the year 1869 that no retrospective action was to be taken. They say "indeed there is nothing in the will to indicate that the testator contemplated past wars." Is there anything in the will to show that he contemplated future wars?—Well, of course, it was left, you will admit, to the administration of the Patriotic Fund Commissioners; they were bound to state the conditions which they felt it should be applied to; these are the conditions.

1338. The question we want to get at is whether they have administered it at all for the benefit of those for whom Don Rodriguez intended it. What have they done; they have given a few gratuities, have they not?—A few gratuities. The difficulty, as I pointed out before, in the administration of the Rodriguez Fund, was, in the first instance, that the testator limited it in one paragraph of his will, in which he said, "My executors will take care that no one shall profit by this succour but such as are really indigent and necessitous." The Commissioners were bound to interpret what that meant, and they interpreted it in the way that is laid down in Appendix J. of the 8th Report.

1339. Don Rodriguez was a Spanish subject, was he not?—Yes.

1340. He left money for the families of English subjects dying or wounded in the wars who were necessitous?—Yes.

1341. The wars in which British subjects had been connected with Spain were the wars in the beginning of the century, were they not, when they were fighting for Spanish independence?—That is so.

1342. Does it occur to you that Don Rodriguez, who was alive at the time of those wars, probably intended this money to go to the necessitous relatives of those who had fallen in those wars?—I must again point out to the honourable Member that he is asking me questions personally which I can have no personal knowledge of; I can only refer him again to the interpretation which the Commissioners placed upon it in this scheme: they obviously did not consider that these were the subjects for relief.

1343. Have the Commissioners ever taken any steps, by advertisement or otherwise, in connection with this fund, to make it known that really indigent and necessitous relations of British

Mr. *Brodrick*—continued.

soldiers dying in the wars could be relieved out of it?—Before 1867, yes; not since, because of the application of the fund to like purposes as the Patriotic Fund.

1344. They did advertise?—Yes.

1345. And did they receive any answers?—No; or very, very few indeed, as is shown in the later reports; they acknowledged that very few would come under the conditions of the will, and of that which they also added as their interpretation.

1346. Did the Commissioners ever communicate to the War Office the fact that they had such legacies to administer. Is there any official communications of the Commissioners to the War Office on those heads?—I could not say without referring, but at the same time it is matter of record in the Parliamentary papers which have already been before the Committee that the Rodriguez Fund was distinctly before the War Office authorities. The War Office authorities, of course, are those who undertake legislation, the carrying through of any Bill relating to the administration of the Patriotic Fund, and in connection with the Act of 1867, they no doubt had the information connected with the Rodriguez Fund, which resulted in the including of a section in that Act directing its application to like purposes as the Patriotic Fund.

1347. How many cases do you have sent to you for relief from the War Office every year?—That would be rather difficult to answer.

1348. What sort of number?—It would be very difficult to answer that off-hand.

1349. I mean, for instance, do you get one letter a week?—Not perhaps so many.

1350. But, having regard to the numerous letters which the War Office receives from indigent persons connected with soldiers, do you not think it would be desirable that there should be some further communication between your Commissioners and the War Office in the matter, some definite system of communication?—I read the evidence of Mr. Cave, given at the last meeting of this Committee, and I quite endorse what was stated there, that it is most desirable that there should be continuous communication between the War Office and the Commissioners in regard to any cases of applications for relief made to the War Office; and, as a result, I believe, of the action before this Committee, such steps will be taken. I was under the impression before that evidence was given that such steps were ordinarily taken, and that I did receive all cases from the War Office that they had sent to them.

1351. Then you say that on this particular fund you have received very few applications?—Very few.

1352. This Rodriguez Fund originated 40 years after the Peninsular War, or a little more, and now 40 years have passed since the Crimean War. You are aware that very numerous claims come in from those whose relatives served in the Crimean War?—So numerous that the Patriotic Fund could not possibly entertain all of them.

1353. Then does it not occur to you that if the terms of Don Rodriguez's will had been known there would have been very heavy claims

Mr. *Brodrick*—continued.

made on the Commissioners for relief from that fund by those whose relatives had been in the Peninsular War?—Well, of course, that is ignoring again the change that took place in regard to the administration of the Rodriguez Fund, enunciated in the Patriotic Fund Act of 1867, which changed the whole aspect of affairs as regards the Rodriguez Fund; and, as I answered to the honourable Member on your right, we might have lumped that Rodriguez Fund with the Patriotic Fund under that Act.

1354. But surely not. My point is this: We are now a little more than 40 years away from the Crimean War. When Don Rodriguez left this money they were about 40 years away from the Peninsular War; you tell the Committee that there are hardly any applications under the Rodriguez Fund, and that you are inundated with applications under the Crimean Fund; is not the deduction from that that the Commissioners did not properly make known the terms of Don Rodriguez's will to persons interested in connection with the Peninsular War or any other past war?—On the contrary, I consider that the Commissioners would have been absolutely wrong while they were in the position they were after 1880, if they had put on any fresh recipients upon the fund which was authorised by Parliament to be applied to like purposes as the Patriotic Fund when they were not able to fulfil their liabilities to those who were on the Patriotic Fund.

1355. Let me take a case from these papers now in my hands. These are "Cases referred to the Commissioners of the Patriotic Fund on the 27th of May 1895, in which applications for pecuniary assistance have been refused by the War Office during the period from the 1st January 1890 to 31st March 1895, the Secretary of State for War having no funds at his disposal out of which any payment could be made to the Soldiers' Widows or relatives." Here is case No. 37: Mrs. Henrietta J. Pacey, widow of Serjeant Major Pacey, 2nd West India Regiment: Date of application 17th of January 1894. Husband died on service of disease contracted in the Ashantee War." Now were the Commissioners able to do anything in that case?—That has only just been brought to the notice of the Commissioners, as you see the letter is only dated the 27th of May 1895. I acknowledged that letter, and Mr. Cave, in his reply to a question about it at the last Committee meeting, stated that I informed the Secretary of State that these cases would be examined, and the result reported to the War Office. It is obviously impossible to go through such a number as there are in that list without a great deal of examination. The list contains 43 cases; but I have extracted the cases which we have dealt with that came to us as well as to the War Office, and out of the 43, 13 came to us, and were dealt with, and are very likely included in those returns which I put in on the last occasion.

1356. Will you be able to let us have your comment on this list?—At the rate at which I am able to deal with these things in addition to my ordinary work, I do not know how soon it will be. I have been able to deal with two cases, in one of which I have elucidated the fact that the woman has died (Mrs. Lowark); and I have elucidated the fact in another one (Noonan) that the mother was not dependent in any degree upon her son, who, it is stated, was killed in Afghanistan.

1357. With reference to the "Victoria" Fund, you told the Committee that the first scheme was a provisional scheme?—I did.

1358. Now, was not a Return made to the Order of the House of Commons, presented in March 1894; and could you explain to us why the Patriotic Fund Commissioners presented the provisional scheme nine months after the ship sank?—Because the actuarial valuation of the liabilities to be placed upon the fund had not been determined at that time.

1359. Is that not rather a long interval?—Not at all. As I explained to the Committee in my previous evidence, the fund was handed over to us in August, and the number of claims that had to be dealt with extended up to the end of December, and some were not treated till 1894; it was impossible to get any complete valuation of the liabilities to be placed upon it till we had exhausted the list of those who were lost in the vessel in regard to any persons dependent upon them; their number was very large.

1360. Then, with regard to the education of orphans, there is one question that you answered at No. 112; the question put by the Chairman was, "As a matter of fact, are there Roman Catholic orphan applicants who are entitled to assistance whom you have to neglect"; and you reply, "Not to neglect, but we cannot take them in immediately. We have always a large waiting list." Would there be any objection, as you always have orphans waiting, to give money grants under the Act of 1867, so that they might be educated outside the Asylum?—The Act of 1867 applies to the allocation of the Patriotic Fund, and part of the allocation of the Patriotic Fund was the setting aside of the amount that stands under the heading of the Roman Catholic Orphans Fund. Therefore, that is the limitation of the assistance that can be granted to Roman Catholic orphans.

1361. But are you incapacitated by that, then, from giving money grants to orphans?—Because we have no other money.

Mr. *Kearley*.

1362. Look at the third provision of Section 5 of the Act of 1867: "Thirdly, In maintenance, education, training, and advancement of children of other soldiers, seamen and marines of our Army and Navy, who had lost, or should hereafter lose their lives in the service of the Crown, or by or in consequence of casualties sustained, or disease contracted in the service of the Crown." Have you not power to make money grants in furtherance of that third provision?—It might be so interpreted that we have power to make money grants, but the Commissioners in their policy of administration have put it in the shape of endowment of the Royal Victoria Patriotic Asylum on the one hand, and the Roman Catholic Orphans' Fund on the other hand.

1363. Then

Mr. *Kearley*—continued.

1363. Then this clause is dead practically excepting when you have vacancies in the Royal Victoria Asylum, and for the Roman Catholic educational benefits?—But how can the honourable Member say that it is "dead" when we spend something like 8,000*l.* or 9,000*l.* a year for these objects.

1364. For what objects?—The maintenance and education of children under these two clauses of the Act of 1867.

1365. Then the honourable Member for Guildford asked you whether you could not extend the provisions instead of having a large number of children waiting for admission to these asylums; that is the point of his question, I take it?—Well, of course, it might be extended, but only in the direction of taking away from the money which is allowed for the widows.

Mr. *Brodrick.*

1366. Why?—Because in all these matters where you have annuities that are payable you must have a corpus against which to calculate your liabilities.

Mr. *Kearley.*

1367. But you have a visible surplus of 75,000*l.*?—Only this year.

1368. It is a surplus that has been growing for the last 10 years?—It actually decreased in 1891 from 112,000*l.* to 45,000*l.* by the restoration of allowances to re-married women.

Mr. *Thomas Bayley.*

1369. You have got a lot of deserving cases which you cannot admit into the orphanages, have you not?—At the moment I could not say that that is so. We have got very few waiting as regards the asylum; we have more as regards the Roman Catholic Orphans Fund.

1370. Deserving cases?—All that are admitted to the list of candidates must be accepted as deserving cases.

1371. Are you able to tell the Committee how many cases are waiting for admission which you have passed as deserving cases; about how many, 20 or 30?—I do not think at the present moment there are above a dozen for the Royal Victoria Patriotic Asylum.

Lord *Edmund Talbot.*

1372. And how many for the Roman Catholic orphanages?—I should say very likely twice that number.

Mr. *Kearley.*

1373. You said that there had been a diminution in the surplus assets of the Patriotic Fund in 1891; it came down then by 65,000*l.*; it immediately began to rise again, but prior to 1891 these surplus assets were very much larger than they are now: 112,000*l.* in 1890, 111,000*l.* in 1889, 109,000*l.* in 1888, 106,000*l.* in 1887, and so on?—Yes. Well, I pointed out to the honourable Member before when he was pursuing that point that in these earlier years the liability for restoration to full allowances of re-married women on second widowhood would have been far greater than these surpluses would have met, because of the greater numbers that were on the funds in those earlier years; and I think that is easily to be understood by the fact that in the year 1891 when we did undertake the restoration to full allowances of the re-married women on second widowhood, it brought the surplus assets down by no less a sum than 65,000*l.*

1374. But the point of the honourable Member for Guildford is that there are still a large number of children, by your own admission, waiting for educational advantages, and they are not getting them, simply because you have not got vacancies in the Royal Victoria Asylum and in the Roman Catholic Schools?—My answer to that is that I could hardly say it is a large number; I only said it was about a couple of dozen.

Mr. *Brodrick.*

1375. You said that you have always a large waiting list?—Yes; I did say so then, and I was astonished when I went back into the list to find that we had exhausted it to a great extent.

Mr. *Thomas Bayley.*

1376. Do the Royal Commissioners give any grant of money to any of the children waiting for entrance into the orphanages?—No, they have not done so.

1377. Nor do they make any contribution to assist them in their schooling in any way?—Only in the shape of admission to orphanages except in the cases I have pointed out, which were limited to the children of officers in the Rodriguez Fund.

Mr. *Luttrell.*

1378. Would it be possible, do you think, to give us the exact number of those who are waiting?—Certainly.

Chairman.

1379. Is the Committee to understand that the allocation of the funds for the benefit of the children of Roman Catholics has proved to be insufficient for the number of candidates?—I would rather put it in this way: that the number waiting on the Roman Catholic list is generally in excess in proportion of that waiting for the Royal Victoria Patriotic Asylum. The proportion of the Roman Catholic Orphans Fund was fixed in relation to the number of Roman Catholic soldiers and sailors in proportion to those of other persuasions when the money was allocated in 1882.

1380. Those who were claimants from the Crimean War, do you mean?—No, this was in 1882; when the Boys' School was sold, the amount was separated as a Catholic Orphans Fund.

1381. Do you say that the proportion of Roman Catholic children has since that date increased in numbers?—No, I should say that, so far as my own knowledge is concerned, the proportion of Roman Catholic soldiers to those of other denominations in the Army has rather diminished.

1382. Then, how do you explain the fact that the excess of Roman Catholic applicants is uniformly greater than of the others?—I hope I shall not offend anyone from Ireland in pointing out the fact that a great number of candidates come from Ireland, and they do not seem to be quite so thrifty there as perhaps they may be in other parts.

Mr. *Brodrick.*

1383. Now, coming to the returns; I have not got the returns before me with which you furnished the Committee, but I want to ask you about one case which I have the details of here; it is a typical case; the Commissioners have refused pensions to a certain number, a large number, of soldiers or relations of soldiers, who died in the Crimean War. Now, would you explain to the Committee on what principle the Commissioners refused an application from a widow in a case of this kind: the woman was married to a private soldier before the beginning of the Crimean War; the man served, by your return, for two years and two months in the Crimea, he served therefore through both the Crimean winters, he was away from duty only for a fortnight ill before he died, and he died in the Crimea; he died from bronchitis, presumably due to exposure in the Crimea, and the widow never made an application, never discovered that she could make an application till the year 1894, when her claim was rejected on the ground that there was no proof that his death was due to injuries sustained in the service, or to injury to health received in the service. Now, can you explain to the Committee how the Royal Commissioners could have decided that a man who died of bronchitis after passing through two Crimean winters, and who had served there for two years and two months, and then only left duty for a fortnight, was not to be considered a case within the fund? —You said he died in the Crimea. I should doubt whether such a case existed at all; if he died in the Crimea it must have been in service in the Russian War.

1384. That is the case as you have indicated it to us?—I asked that those returns should be printed so that I might have the facts before me, and I cannot say what the explanation of the particular case that you allude to is.

Mr. *Kearley.*

1385. Boots is the name?—I can tell you as to that; that woman was considered an unworthy woman.

Mr. *Brodrick.*

1386. How does that affect the decision?—It is only those who are deserving that can receive the benefits of any charitable fund; and, in this case, the clergyman of the parish admitted the circumstances.

Mr. *Luttrell.*

1387. What constitutes "deserving"?—Her moral character must be beyond reproach.

1388. The clergyman of the parish speaks to the moral character of the applicant; is that the usual thing?—Not necessarily; that is as far as it goes; very frequently an officer in command, or someone who takes an interest in the local circumstances.

1389. In this case it was the clergyman of the parish?—I am speaking from memory, but I am almost certain it was the clergyman of the parish who gave the particulars of the case which led to its being rejected.

1390. Were they authenticated?—In this particular case it would have been almost a difficulty of the greatest extent to authenticate them after a lapse of 40 years.

Mr. *Luttrell*—continued.

1391. It would depend very largely upon the report of the clergyman of the parish?—No, the facts speaks for themselves. The woman knew perfectly well that she was entitled to an allowance from the Patriotic Fund, and the application was simply renewed afterwards, I have very little doubt, on the assumption that possibly these circumstances were not known; but in examination they were elucidated.

Commander *Bethell.*

1392. I suppose, from what you have said, that the character of "deserving" cannot be regained?—The Commissioners, owing to the great number that came under the category of "undeserving" in the earlier stages of the Patriotic Fund (and it has occurred in other funds—for instance, in the Zulu War Fund, no less than 10 were struck off), felt that it was necessary to lay down as a principle that dishonour to the name of the husband, in respect of whose services only the allowance could be granted, was of that character that unless there were very exceptional circumstances no woman could be restored who was thus "undeserving."

Mr. *Kearley.*

1393. Would that woman's name appear in this return that you made to Parliament in the year 1871?—I could not say; you are asking me a detail beyond my memory.

1394. These conditions are thus expressed in that paper headed "Allowance to Widows," are they not?—Yes, with regard to the moral conduct.

1395. At the time of the formation of the Patriotic Fund?—Or at any time.

1396. I am referring now to the paper that you put in headed "Allowance to Widows," that was drawn up, I understand, at the time of the formation of the Patriotic Fund?—1854–55.

1397. Do you make those conditions apply to every fund that comes under your control?—Certainly, as regards immorality.

1398. And with regard to the Clause 4 in those conditions, where there is something to the effect, that if the woman remains idle she ceases to have a claim on the fund; does that apply to every fund?—In all the funds where that is applicable. When the honourable Member asked me whether those conditions were applicable to the Victoria Fund, I said certainly not.

1399. All those funds to which those conditions are applicable are subject to those conditions?—Certainly; I answered that exactly, as you will see if you turn to my answer.

Mr. *Brodrick.*

1400. Could you answer a question about the case of a Mrs. Harter, which the chairman has just handed me; do you know her case?—I do.

1401. I will read you the letter she has addressed to the chairman: "Sir, I beg to submit this, my application, for assistance from the Patriotic Fund, to you for favour of consideration

Mr. *Brodrick*—continued.

sideration, as I have applied on several occasions to the secretary of the fund in vain, as will be seen by copy of letter herewith. I am the widow of Thomas Harter, who was a master-at-arms in the Royal Navy and served on board Her Majesty's ship 'St. Jean d'Acre' before Sebastopol, and on shore in the trenches during the Crimean War, and also in the Baltic Sea. He died of disease contracted during the war in 1869. I was married to him in the year 1840, and am now 71 years of age, almost past work, but have to contrive to keep myself." Now, this is the important point: "My case is already known to the Commissioners, as my sons were educated at the school." Now, if the widow has a sufficient claim for her sons to be educated at the school, is not that the view to take about that *primâ facie* evidence, that she is eligible herself for some consideration?—On the contrary, I tried to explain to the Committee the manner in which the pecuniary allowances that are granted are limited to the widow; but under the second and third clauses of Section 5 of the Act of 1867 the children obviously became eligible for admission to the school, and, consequently, Mrs. Harter's children were admitted, all of them, and received the benefits.

1402. Is that a bar to Mrs. Harter receiving a benefit later in life?—Not at all, the bar is the first clause; that the death of her husband was not due to service in the Russian War. I have brought down the papers here, and it will illustrate the process adopted in regard to every claim that comes before the Commissioners in their endeavour to fulfil the conditions of Clause 5 of the Patriotic Fund Act of 1867, which enforced upon them that they must have proof that the husband's death was due to wounds or disease contracted in or by the Russian War. Here is the opinion of the Director General of the Naval Medical Department for a number of years, Sir Alexander Armstrong: "There is no evidence of any illness during war that could be associated with the disease for which he was invalided in 1860, or that subsequently proved fatal in 1869. I consider there is no claim." The process of dealing with these claims is to refer all the certificates and the correspondence which are received with the application, together with the evidence obtained from official sources as to the service of the deceased husband, to three referees, one of whom was a medical man who served actually in the war. This is the opinion of Sir Alexander Armstrong, who was Director General of the Naval Medical Department, but all cases are also referred to two other officers who are Commissioners of the Patriotic Fund, and they have all the documents at their private house; this is not done under any hasty examination, but is done entirely by themselves without influence of any kind. In the case in question the other two referees say, "I concur," and one of them was Sir Henry Lefroy. It was impossible to grant the application in this case, because it does not fulfil the conditions according to the view of the Commissioners, after a careful examination of the case, and the provisions of Section 5 of the Act of 1867.

Mr. *Kearley.*

1403. I see that case in the Return made in 1871?—Yes.

1404. There, you say, you placed her name upon a special list, and the two children were admitted to the school?—Yes.

1405. You contend that the death of her husband was not caused by service in the Russian War?—I say that that was the opinion of the Commissioners, based upon the process under which they examine carefully every case submitted to them.

Mr. *Brodrick.*

1406. I see that this man was under medical treatment in July 1855 in the Crimea for diarrhœa, and again in 1856 for diarrhœa and dyspepsia, and again in 1858 for catarrh and hæmorrhage from stomach, and then there is the note, "Attended by private practitioners from time to time since the Russian War for an affection of the lungs, and he always considered that the foundation of his disease was laid in the Baltic;" still it was decided that his death was not caused by service in the Russian War?—Certainly, under the process I have indicated.

1407. And under the fifth section of the Act of the 30th and 31st Victoria surely the children assisted were to be children of a man who it was decided had lost his life "in the service of the Crown, or by or in consequence of casualties sustained, or disease contracted, in the service of the Crown;" it was decided that in the case of the children that they were children of a man who had contracted these diseases in the service of the Crown?—It does not necessarily follow that it was so at all. You will see the third clause is that the man "died in or by service under the Crown." The most liberal interpretation is given to that continually.

1408. But then, if he died on service, if this widow is indigent, why is she not eligible for the Rodriguez Fund; has it been so massed with the Patriotic Fund that she is not eligible for it?—I think the honourable Member has not appreciated my answer that in 1867 a change took place in the Rodriguez Fund, and that the number of the liabilities of the first order that the Commissioners had to deal with, that was, those cases which had allowances suspended owing to the financial crisis of 1879 and 1880, had to be dealt with first. The Rodriguez Fund would have been a mere drop in the bucket under those circumstances.

1409. But the position now is, at all events, that you cannot bring a case of that kind on to any special fund unless the death was due to the Russian War; is that so?—Except with the qualification that the Commissioners have now submitted to Her Majesty that they might be authorised to have extended power, which would undoubtedly include the Rodriguez Fund.

1410. Now would you kindly tell us what the definition is in the minds of the Commissioners of the words "indigent and necessitous"?—In regard to the Rodriguez Fund it is clearly stated in Appendix J. of the Eighth Report.

1411. Could you tell us in your own language; you will see if you refer to Appendix J. that it

Mr. *Brodrick*—continued.

does not state what "indigent and necessitous" means?—Yes, it does; I am answering you as regards the claims to the Rodriguez Fund. "The Committee consider that the condition, 'really indigent and necessitous' exclude (a) persons in the receipt of pensions from Government; (b) allowances from the Patriotic or any other Fund; or (c) of any income from other sources."

1412. Does that mean that if a woman earns 2*s.* 6*d.* a week she cannot have it?—Certainly not; that is self-help.

1413. But would not that be "an income from other sources"?—Certainly not.

1414. If she earned 5*s.* a week what would be the position?—The same if it was earned by her labour; that is self-help; it is not income in the light in which it is put there. The one is possession of an income; the other is earnings.

Commander *Bethell.*

1415. She is not "indigent," on the other hand?—She would be if it were a small sum; the circumstances would be considered in each case.

Mr. *Brodrick.*

1416. It is not necessary for her to get to the stage of having to go to the workhouse before she becomes "indigent and necessitous"?—Certainly not.

1417. And, in calculating grants, earnings have no effect in reducing grants?—Certainly not.

1418. Under any funds?—Under any fund whatever.

Mr. *Kearley.*

1419. May I ask you a question about withdrawing a grant for immoral conduct; do you happen to remember a case at Portsmouth of a woman living in concubinage, she being about 65 years of age, and the man 72?—There may be several cases corresponding to that.

1420. This woman was drawing a pension for some years, and you stopped it, I believe, on this allegation?—Not "allegation."

1421. Fact, if you please; that is so, is it?—Certainly; whatever may be the case alluded to.

Mr. *Mowbray.*

1422. Do you take any steps from year to year to investigate the question of morality, or wait till some allegation is made?—Our system of life certificates brings the circumstances of each widow before us every quarter, and if there are indications in connection therewith that seem to suggest that there is any irregularity we make inquiry, but we take care that those inquiries are not made in such a way as to prejudice in any way the recipient; but these are certified to so well, and the records generally of the women are so creditable to them, that we do not seek to find out anything connected with the women.

Mr. *Kearley.*

1423. Do you inquire into the morals of the whole of the women that are on this fund without any distinction of the rank or rating of the husband?—We do not inquire into their morals at all.

Mr. *Kearley*—continued.

1424. Then, where do you get your information from?—It comes to us very frequently from local sources.

1425. Have you ever had a communication as to the morals of widows other than those who are in the lowest grades?—Certainly.

1426. Have you ever stopped a pension?—Certainly. There is no distinction between one grade and another, absolutely none.

Mr. *Bayley.*

1427. You say that there were 12 meetings held of the Commissioners; what extent of time does that cover?—The five years, 1890–94.

1428. You have also told us that there are certain trust deeds, and that you cannot get away from these trust deeds. Who made these trust deeds?—The committee that raised the funds in the first instance. I tried to explain that it was an antecedent condition to the acceptance of any funds under trust that the committee that raised the funds should lay down those conditions for the guidance of the Commissioners.

1429. But, really, are not the trust deeds the Acts of Parliament of the 12th of August 1867, and the Act of Parliament of August 1881; do the trust deeds override these two Acts of Parliament, or do the Acts of Parliament override the trust deeds?—The Acts apply only to the Patriotic Fund and to the Rodriguez Fund; all that came to us after the Act of 1867, commencing with the "Captain" Fund in 1872, are governed by legislative action in the Act of 1881, but only as regards the dealing with their surplus. You will find in a Schedule to that Act that it says that subject to the trusts of those deeds the surpluses are to be dealt with.

1430. Have you got copies of those deeds?—Yes, they have been put in; they are in the hands of the printers.

1431. The whole of the deeds governing the fund?—Yes.

1432. I want to ask a question on the Light Brigade (Balaclava) Relief Fund. Henry Wickham, formerly of the 13th Dragoons, made an application to come on that fund on the 10th June 1892, and you wrote him as follows: "The following circumstances disqualify for an allowance from the above fund: (1) receipt of an army pension; (2) receipt of parochial or other charitable relief; (3) admission to a parochial or other public institution; (4) misconduct; and, in any case, your circumstances must always be those of 'privation and want' to justify the issue of any allowance from the fund. I transmit herewith a description return and form of declaration, which should be completed, as required by the form, and thereafter forwarded to me before 20th instant, together with your photograph, as referred to in the description return. If your circumstances are not those of being 'in privation and want' you should not incur the expense of getting your photograph taken, in the belief that you may get an allowance from the fund." Do you mean to say that any man who has been through the Light Brigade, and who has had to apply for parish relief in any particular year during all that time, could not be put on this fund?—Certainly not; that

Mr. *Bayley*—continued.

that is not the interpretation of the words "receipt of parish relief"; that is meant to convey to him that if he got an allowance from the Light Brigade Fund he must not take relief from the parish, but if he were in receipt of relief from the parish at the time that he made the application that would be considered absolutely ground for his being granted an allowance from the Light Brigade (Balaclava) Relief Fund.

1433. That is not your wording here: "The following circumstances disqualify for an allowance from the above fund." The man is applying for this allowance at the time, and one of the circumstances is that he must not be in "receipt of parochial or other regular charitable relief"?—I think the honourable Member is under a misapprehension in supposing that that letter was in reply to an application; for I hold the deed in my hand, and Henry Wickham was one of the earliest cases. The name had been given to the Commissioners; the letter was not in reply to an application; his name was in the very first schedule of names of men who were to be relieved from the fund; and we took these names and wrote to them that letter to indicate that an allowance from the Light Brigade (Balaclava) Relief Fund could only be issued under those conditions. It was not intended to convey (and if it did convey it, it was an unfortunate use of words) that if he were in receipt of parochial relief he would not get the allowance.

1434. If a man said, "I have been last winter in receipt of parochial relief," that fact would oblige him, under this letter, not to apply any more?—It has not had that effect. The result is that the allowance follows in almost every case. It is rather to place the man in possession at once of all the conditions which disqualify for an allowance from the fund.

Chairman.

1435. That is to say, that before coming on the fund he would have to surrender any income that he had from parish relief?—Yes.

Mr. *Bayley.*

1436. Has this man got any pension?—He is dead now; he was certainly one of the first; he was one of the nine, and we were authorised to grant 10 pensions. This will speak for itself: "Your name has been given to this Commission." There may have been other disqualifying circumstances.

1437. To be eligible he had to be "in privation and want"?—Yes.

Mr. *Mowbray.*

1438. Do I rightly understand that receipt of parish relief is or is not a disqualification?—After the issue of an allowance from the fund, it would be a disqualification.

Mr. *Bayley.*

1439. But it is not a disqualification before?—Certainly not.

1440. A man can have it before, and then he is taken off the parish when he gets this allowance?—Yes.

1441. How much do you give him?—The deed limits it to 7*s.* a week, with any pension he may receive from the Army, or any other source.

1442. He is allowed to hold a pension, is he, as well as the 7*s.* a week?—Not in addition to the 7*s.* a week.

1443. That is the total that he can get?—That is the total that he can get.

Mr. *Mowbray.*

1444. And what steps do you take to ascertain that the parish relief is stopped after you have granted the pension?—The life certificate of each recipient of relief from any fund under the administration of the Patriotic Fund Commissioners contains an entry that they have not been in receipt of parish relief. We take that upon their own declaration; but at the same time the declaration has to be made before certain persons whom we ask to test these facts, and they have to be local people, and we accept that if there is no reason to doubt it.

Colonel *Wyndham Murray.*

1445. With regard to the distressed survivors of the Crimean War, is it necessary, in order to be within the terms of the Patriotic Fund, that women or children to be beneficiaries must be relatives of men who have lost their lives in or in consequence of their service of the Crown?—Certainly, so far as widows are concerned, it is absolutely limited to those who can produce acceptable evidence that the death of their husbands was due to wounds or disease contracted in the Russian War.

1446. But they must be widows of men who have died in the war?—Or other dependants, do you mean?

1447. No; I mean to say that no survivors of the war can receive any benefit?—Soldiers? No, certainly not. There is a misapprehension abroad to that effect. I get continually such applications, and I am obliged to inform them that they are under a misapprehension.

1448. Crimean soldiers apply constantly to me to ask if any fund is available for them, and I have not been able as yet to answer satisfactorily?—The Patriotic Fund cannot be applied under any circumstances, except to widows.

1449. Is it the case that the first impulse which started the Patriotic Fund was before the landing in the Crimea, when public sympathy had been directed to the condition of the wives and families of soldiers who had only a small trifle out of the soldiers' pay, just before the war commenced?—There is nothing, so far as the records of the Patriotic Fund go, to enable me to answer directly the honourable Member's question; but in looking through correspondence I have distinct evidence that before the creation of the fund which is administered by the Royal Commissioners of the Patriotic Fund, there existed associations in almost every village and town in England for the assistance of the wives of soldiers who were left destitute by reason of there being no machinery existing at that time for their maintenance.

1450. Has it come to the knowledge of the Commissioners that there are many men who were wounded in the Russian war, and who are

Colonel *Wyndham Murray*—continued.

in very poor circumstances in many cases from want of work which they are unable to do in consequence of their wounds, which were contracted in the Russian campaign, and that their dependent relations also are in very poor circumstances?—Undoubtedly.

1451. Has the advisability ever been considered by the Commissioners of men who were wounded in the Russian war, or their dependent relations in very poor circumstances, being allowed to receive any of the benefits of this fund?—It has always been held that the terms of the original Commission absolutely precluded any one but widows and orphans from being the recipients of the benefits.

1452. And is it their view that no recommendation should be made to Parliament for authority to use the fund in any other way such as I have indicated?—I would suggest that any such benefactions would require a far greater corpus than can possibly be derived from any funds to be administered by the Patriotic Fund Commissioners.

1453. Regarding the Balaclava Fund, is there any other fund of that nature which could be applied in that manner to other survivors besides the men who were engaged in the Balaclava charge?—That is the only fund that has been entrusted to the Royal Commissioners of the Patriotic Fund for the benefit of soldiers, and there was a doubt as to whether the Commissioners could undertake the administration of that fund, but the Lord Chancellor, who was a Patriotic Fund Commissioner, advised that it could be undertaken; but it is the only fund that we have for soldiers.

1454. I should like to ask a question regarding the Rodriguez Fund that was for the relief of families of English subjects wounded or dying in the wars; could you say why the Commissioners decided that they must be relations of men who died in consequence of the wars; I do not think that has been brought out yet; it is simply said in the trust that it is to be for the benefit of men "wounded or dying in the wars"?—I can only refer the honourable Member to the Appendix J., which was a definition of the views held by the Commissioners when they received the Rodriguez Fund as to how they should apply it.

1455. The wording is actually, "men wounded or dying in the wars"; but I think no men wounded in the wars have received any benefit?—Certainly not, because the Commissioners, if you look lower down, decided that the cases that could come under the Rodriguez Fund were only those cases of the families of men who died whilst engaged in war for whom no special assistance had been provided in the shape of charitable funds.

Mr. *Bayley.*

1456. It is clearly intended for the families of English subjects wounded or dying in the wars?—The honourable Member says "clearly," but I think the cross-examination on the point shows that it has been a very difficult matter indeed. It would have been a good thing if it had been clear what was the intention. From the very first the Commissioners have felt it a matter of difficulty.

Mr. *Bayley*—continued.

Colonel *Wyndham Murray.*

1457. As to the Zervudachi Fund, there were no conditions as to the disposal of that fund?—It was purely a donation to His Royal Highness the Duke of Cambridge from Sir Constantine Zervudachi without conditions.

1458. And ratified by a supplemental Commission?—No. A supplemental Commission is a document which is necessary to carry out any direction of the Legislature in regard to the application of any fund; but the Zervudachi Fund having given as a donation would not, except as a matter of policy, come under any Act of Parliament or supplemental Commission.

1459. Has it been decided what shall be done with this fund?—Yes; it is really being administered at the present moment for the benefit of such few cases as may exist of widows of soldiers who died in the wars for which no public subscription was raised; but as I explained to the Committee, no one was put on the fund until this year, and we have placed one on it this year, and there is another being placed on it now.

Commander *Bethell.*

1460. Other witnesses were asked, I think, by Mr. Kearley, and other honourable Members, whether, in their judgment, it would be possible to lump all these funds, and use the proceeds as a lump revenue. I should like to ask you whether, in your judgment, with due regard to the trusts, it would be possible to carry out such a policy?—I would like to refer the honourable Member to my answer to Question 1083.

1461. Have you been asked that question; I did not think you had?—It was not quite directly, but I introduced a certain point which was of the first importance in connection with the point that the honourable Member is asking me.

1462. I may gather from that answer that in your judgment that policy could not be pursued; I mean to say with a due regard to the trusts which the Commissioners, I suppose, are bound to regard?—The Commissioners are bound by the policy indicated by the Legislature in Section 4 of the Act of 1881 in reference to surpluses; and what I would wish the Committee to appreciate is that the Commissioners must have various considerations in their minds in deciding as to the actual time at which they can deal with the surplus of any fund. I indicated that, in the case of the Patriotic Fund, they have come to the conclusion that they could deal with it as I said, because the fund has been 40 years in existence, and all the women are becoming aged, and they, further, have applied the fund in a manner, as they consider, adequate to the relief of those recipients; but, in regard to the other funds, there are none of them that have as yet reached that longevity that would, in the opinion of the Commissioners, necessitate the dealing with the surpluses.

1463. I rather want to get your opinion of the policy

Commander *Bethell*—continued.

policy that was rather suggested in the questions put to you by two or three honourable Members; they asked if it would not be better on the whole that all these funds should be lumped, and the revenues arising therefrom be treated as a whole?—I should say that that would be manifestly unadvisable in the present state of those funds which have got some distance to run in the shape of young annuitants upon them.

1464. A period will come, of course, when the beneficiaries under existing trusts will die out, and then the incomes arising would have to be treated by Parliament?—That is so; and I would like to amplify that by stating that, in the case of the "Eurydice" Fund, there is a provision in the deed which absolutely prohibits the Commissioners from dealing with the surplus until the last annuitant is gone.

1465. With regard to the Rodriguez Fund, about which you have been asked so much, the present Commissioners might, of course, review that interpretation which was originally given of the words "indigent and necessitous;" only there is no object in doing that, I presume, since the Act of 1881 has lumped that fund with the Patriotic Fund?—The honourable Member puts it in exactly the way that I wish it to be appreciated by the Committee; that its being lumped with the Patriotic Fund has absolutely changed the conditions, and if Her Majesty's Government advise an extension of the powers of the Commissioners, that will follow.

1466. However much the Commissioners might disagree with the interpretation originally given "to indigent and necessitous," there is now no longer occasion to give a fresh interpretation?—None whatever, subject to the issue of the Supplemental Commission under the Act of 1881.

Mr. *Mowbray.*

1467. Have you made a formal application for that Commission yet?—We have.

Commander *Bethell.*

1468. The machinery of this Patriotic Fund Committee, I gather, is not at all adapted to giving instantaneous relief in the case of accidents occurring; the inquiries it has to institute, and so on, are more suited for giving permanent relief over a considerable time rather than upon the immediate occurrence of the accident being able to give instantaneous relief to those who suffer?—On the contrary, I should say that if our machinery was not equal to affording an immediate relief it would be a blemish. In regard to the Victoria Fund, if the honourable Member will refer to the letter I wrote to the Secretary to the Admiralty I undoubtedly stated there that we were prepared to grant immediate relief, and we should have done so.

1469. I thought I gathered from your evidence that there might have been some difficulty about the meeting of these cases if it were not that the local committees were able to give immediate relief?—But I claim for the Commissioners the power to institute those local committees with as great power as anybody can claim.

1470. Then in your judgment the Commission as at present constituted is quite equal to giving instantaneous relief?—In paragraph 31 of my

Commander *Bethell*—continued.

statement I say, "The Commission can always likewise count upon obtaining the services of local committees specially versed in the circumstances and needs of sufferers by casualties in the Navy and Army arising from war or other causes incidental to the naval and military service. This was illustrated in the case of the 'Victoria' Relief Fund, where the local committees, especially at Portsmouth, were applying adequately relief which poured in locally, and happily prevented the relief to be afforded from the central fund from overlapping such local relief."

1471. You say that in your judgment the machinery is suited to that purpose?—I am perfectly certain that local committees can be started for immediate relief at any time we desire.

1472. I do not know whether this is a question that you can properly answer: In your judgment as Secretary of the Commission would it be better if the Commission were reduced in numbers?—Certainly not.

Mr. *Mowbray.*

1473. One question on the general principle of these smaller funds. Ultimately I understand that their surpluses will be applied under a new Commission, in the same way as the Patriotic Fund and the Rodriguez Fund, but now, as a matter of principle, do you consider yourselves justified in providing any surplus at all, or do you consider your duty to be to increase the allowances to the annuitants under the fund so as not to leave a surplus at all?—The policy, undoubtedly, in the case of any funds before the "Victoria" Fund, was to adequately relieve the recipients. That, of course, is a matter of opinion in connection with the administration by the Commissioners. What they have considered in regard to the Patriotic Fund as adequate relief is indicated in the 32nd Report, where the allowances are detailed. The "Captain" and the "Eurydice" Fund, as following the Patriotic Fund, would have the same rates; but they do not, of course, consider they are bound to exhaust each fund for the benefit of the recipients.

Commander *Bethell.*

1474. You say that they do not consider that they are bound to, but have they any right to exhaust the fund?—Certainly not under the trust deeds. The trust deeds indicate distinctly that the relief that is afforded by the scale of allowances there is adequate relief for the time being, but they give the power to the Commissioners to increase it if they think it necessary, and the Commissioners have increased it in old age.

Mr. *Mowbray.*

1475. But your test is the adequacy of the relief in each case?—Yes.

1476. And if a larger amount of money has been granted than necessary for the individual case you consider yourselves justified, as a matter of practice, in providing a surplus which shall ultimately be applied to some other purpose?—On the principle that the loss to the widow in the case by the death of the bread-winner is in

Mr. *Mowbray*—continued.

all circumstances the same, whatever the cause of the disaster.

Lord *Edmund Talbot.*

1477. With regard to the application for admission to the orphanages, I understand that those who are waiting for admission to the asylum are waiting for want of room in the asylum?—That is so.

1478. With regard to the Roman Catholic applicants, they are waiting not for want of room in the Roman Catholic orphanages, but for want of funds?—That is so.

1479. You have given us a figure with regard to the Roman Catholic children, but I do not think you have told us on what basis that figure was fixed?—In the 20th Report of the Commissioners to Her Majesty will be found the circumstances under which the allocation of a certain sum of money due from the Roman Catholic Orphans' Fund was laid down: "We have now directed that when the sale of the boys' school has taken place the sum of 35,000*l.* shall be set aside for the education and maintenance of Roman Catholic children, and that the said sum shall be invested in separate securities, and kept distinct from the other portions of the fund." There was a Committee which sat, the Report of which will be found in Appendix II. of that 20th Report, in which you will see that the allocation took place upon the proportion of Roman Catholics to the other religious beliefs in the Army in these words——

1480. At that date?—At that date.

1481. Will you tell us the date?—The date was in November 1881; and that worked out "that for both services combined the proportion of Roman Catholics is nearly one-fifth of the whole. The Protestant Endowment, 140,000*l.*, therefore represents four-fifths of the whole educational endowment, which would thus be 175,000*l.*; Protestants, four-fifths, which equals 140,000*l.*; Roman Catholics, one-fifth, which equals 35,000*l.*; total, 175,000*l.*" And that was the basis upon which the allocation was made under the second and third sub-clauses of Section 5 of the Patriotic Fund Act of 1867.

1482. And practically for the time being it remains as fixed in 1881, and there is no attempt from time to time to vary it?—No, it would be scarcely possible to vary it without a certain amount of, perhaps, injustice; for instance, if you were to take the proportion of the present day you would find, for the reasons I gave before, that the Roman Catholics would not have such a large proportion as they had in 1881, and that therefore the amount that would have to be applied to-day would be less than that allocated in 1881.

Mr. *Thomas Bayley.*

1483. You say that you have more applications in proportion from Roman Catholics for orphanages than from the Protestant orphans?—That is so.

1484. But I see that the 35,504*l.* brought in last year an income of 1,415*l.* 16*s.* 8*d.*?—Yes.

1485. And that you only spent 1,299*l.* 4*s.* 1*d.*?—Well, I would submit to the honourable Member that that is a very near margin.

Mr. *Thomas Bayley*—continued.

1486. But you had 116*l.* which you could have used if you had used all your income?—Yes, but you could not run it out exactly. There are many charges that come upon the fund that we cannot tell till we get the accounts from the orphanages. What I mean to convey is this, we could not run out exactly the income each year. I can assure you that the committee do try to run it out, and in one year we overstepped it.

1487. There is money there, and you could have put more children on it?—But still that goes into the corpus of the fund.

1488. I am now going to the Royal Victoria Patriotic Asylum. Your income there was 6,523*l.* 9*s.* 9*d.*, and your expenses were 7,110*l.* 10*s.* 4*d.*, an increase of expenses?—Yes, that was caused by structural alterations; it was not spent upon relief of orphans; it was spent on improving the conditions under which they are maintained in the asylum.

Mr. *Cochrane.*

1489. The Roman Catholic Home is in Ayrshire, is it not?—There is a convent there in which we place Scotch cases.

1490. How many children are there in the home at Girvan?—There is only one at the present time at Girvan. I explained that we get very few cases from Scotland.

1491. Is that one orphan a Scotch Roman Catholic?—Yes. The case came from Glasgow. It does not necessarily follow that cases will be limited to that one. If half-a-dozen deserving cases coming from Scotland, in the opinion of the committee, were more deserving than those from England, the number would be increased at Girvan.

1492. How many Scotch cases are there at Girvan altogether?—That is the only one which I can say is purely Scotch; there may be cases at Norwood and Torquay.

1493. May I ask you how many Scotch Presbyterians there are within the homes in various places?—I am sorry to say we have none.

Captain *Norton.*

1494. In your opinion, am I justified in gathering that the general policy of the Commissioners has been one of extreme caution in the direction of economy?—"In the direction of economy," you say; but economy of what?

1495. General economy; whether you consider the funds very economically managed?—I can say that certainly since the crisis in the affairs of the Commission in 1880 that principle has been striven after most assiduously.

1496. You might describe it as a policy of accumulation?—Oh, certainly not. I mistook the honourable Member's question. I was trying to get at what he meant by economising, and he said management, and I was interpreting it in reference to cost of management.

1497. Has the result of that management been an accumulation of funds, or a dissipation of funds?—It has been both.

1498. Were not the funds, as a whole, intended for immediate use?—The intentions of the funds are expressed in the trust deeds of each

Captain *Norton*—continued.

each fund, and the Commissioners claim that they have carried out those intentions.

1499. But if they had carried out those intentions, surely many of the funds would have decreased instead of increasing; whereas there has been a desire to make these funds produce surpluses?—On the contrary, the "Captain" Fund and the "Eurydice" Fund contemplated surpluses, and there are provisions in the deeds dealing with these matters.

1500. Would you say that the fund had been administered more in the interests of the seniors in the service than of those in the lower grades?—I should say that it was desired to be administered entirely in accordance with the principles laid down in each of the trust deeds, which must speak for themselves.

1501. But, in your opinion, has that been done?—Certainly; I made that claim on behalf of the Commissioners, that the conditions of every trust that has been committed to them by trust deeds have been faithfully carried out.

1502. The total loss sustained in connection with the boys' school, roughly speaking, what would you put that at?—I think it was under 1,000*l.*; it was 32,680*l.*, I think, that it cost, and we got back 32,000*l.* by the sale of it.

1503. Was it out of this that that sum of 35,000*l.* was allocated to the Roman Catholic children?—Yes; that I have just explained.

1504. Then you stated that a sum of money was spent in structural alterations in connection with the other asylum; if that were so, that would be indirectly adding money, as it were, to the Protestant side, and thereby penalising, as it were, the Roman Catholic children; is not that so?—On the contrary; the honourable Member has not appreciated the fact which I explained just now, that the Endowment Fund was allocated in that year upon the principle that obtained at that time; but the expenditure in structural alterations of the Royal Victoria Patriotic Asylum is out of the Endowment Fund; it is not taken out of the Roman Catholic Fund, or to the prejudice of any fund at all, but from its own endowment.

1505. But the Roman Catholics are unable to avail themselves of that institution?—But they could not avail themselves of the Endowment Fund allocated to the other institution.

1506. Have the Commissioners any right under these deeds you speak of to, as it were, allocate the money in the interests of the Protestants as against the Roman Catholics?—I claim, as I remarked when answering the honourable Member at your side, that the Roman Catholics rather gained than otherwise in the allocation that took place in 1881; and that it would be unadvisable to shift it continually according to the proportion there might be in any given year of the Roman Catholics to the other religious persuasions that there might be in the Army and Navy.

1507. Therefore, the Protestants have the benefit of that?—The honourable Member is assuming what is quite contrary to the fact. The allocation took place upon the proportion that the religious beliefs bore at that date. The Endowment Fund for the Royal Victoria Patriotic Asylum has been kept perfectly distinct

Captain *Norton*—continued.

from the Roman Catholic Orphans' Fund. The Roman Catholic Orphans' Fund has increased from the income not having been spent in each year; it has increased to the amount it stands at to-day. The Royal Victoria Patriotic Asylum Fund in the same way has increased by the amount required for the maintenance of the asylum not having been perhaps fully expended in every year. Therefore, the Commissioners were able to apply out of the increased amount a certain sum towards structural alterations which appears in this year's account; and that is the whole explanation of the increased expenditure in the year 1894.

1508. Nevertheless, you do not deny the fact that at the present moment there are double the number of Roman Catholic applicants waiting for relief as compared with Protestants?—No, I do not deny that; that is another thing.

1509. Then that would rather tend to show that Catholicism has been penalised?—I certainly cannot admit that.

1510. It is a drawback to a soldier who dies of wounds or diseases contracted abroad if he happens to be a Roman Catholic, because, if he happens to be a Roman Catholic, the chances as regards his child getting relief are only one-half, owing to the fact that at the present moment there are double the number of Roman Catholics in waiting?—No, I should rather put it in this way: that the proportion of Protestants who require relief is less than those of the Roman Catholic religion from causes which it would be impossible for me to inquire into; but there is no penalisation of Roman Catholics so far as the administration of the fund is concerned.

Mr. *Cochrane.*

1511. You said the number was allocated according to religious belief?—That is to say, the proportion that the Roman Catholics bore to the rest of the Army.

1512. The others were lumped together?—Yes.

1513. The Presbyterians included?—All.

1514. And the Wesleyans?—You may take it all. The totals were taken into consideration. There is a religious return for both the Navy and Army furnished every year to Parliament, and it is from those returns that the calculations were made.

1515. Then there was no separate allocation in the case of the Wesleyans or the Presbyterians?—None; because the Royal Victoria Patriotic Asylum was intended originally to be absolutely without regard to creed. It was only the circumstances detailed in the early reports, which I need not refer to, which led to those of the Roman Catholic persuasion making a claim for a separate endowment.

1516. I think earlier in your evidence you stated that there were some special facilities for the Wesleyans?—Only as regards religious instruction in the Patriotic Asylum. I endeavoured to show that in pursuance of the policy that the asylum should be open to all creeds we, in the case of the Wesleyans, anticipating that we would be able to get some in, because the reverend gentleman who is charged with looking after the Wesleyan sailors and soldiers said he would

Mr. *Cochrane*—continued.

would like to get some cases in, made regulations to meet his requirements for religious instruction apart from that of the Church of England.

Mr. *Kearley.*

1517. When you built the Royal Victoria Asylum, you built a chapel and appointed a Church of England chaplain, and that gave rise to all these quarrels?—I think the honourable Member will find that there was not a chapel originally: it was not at the inception of the Patriotic Asylum, but afterwards.

1518. Certainly before 1860?—I do not know that it was before 1860.

1519. I would not fix you to a year, but there was the fact that you only made religious provision there on the principles of the Church of England, and that gave rise in the end to heart-burnings among the other religious bodies who had children in the asylum?—But if the honourable Member has experience of the condition of the religious instruction in the services, he knows perfectly well that the chapels are used in common by members of the Church of England, Roman Catholics, Wesleyans, and Presbyterians.

1520. But they are not ministered to by the same chaplain?—But we could make the same arrangement in the chapel at Wandsworth for Roman Catholics.

1521. All that controversy that has taken place in Parliament (I have read the debates) centred round this very point of your establishing a Church of England school?—But is not that all ancient history?

1522. It bears upon all these questions?—It is not applicable to the present time.

1523. But the Roman Catholic Orphans' Fund is the outcome of this dispute?—Certainly.

Captain *Norton.*

1524. You made some statement with reference to the Irish not being so thrifty, I think; at the moment I did not catch in connection with what you made that remark; in answer to what question?—I put it merely as a suggestion; I said that it was possible that the proportion of applicants for admission to orphanages being greater for the Roman Catholic orphanages than for the Royal Patriotic Asylum was caused by the fact that a great number came from Ireland, and that consequently it might be inferred that there was not the same amount of thrift in their families; but I only threw that out as a possible cause. I did not wish to make it in any sense whatever as an offensive remark.

1525. You stated on some former occasion that adequate steps were taken to place the rank and file under the benefits to which they were entitled under these various funds; might I ask if any such steps were taken as advertising in the "Broad Arrow," say, and "Sheldrick's Gazette," at Aldershot, such papers as are usually read by the rank and file of the Army?—I answered a similar question by saying that we have not resorted to advertisement, but that the proof of our everyday life is that the Patriotic Fund is very well known at Aldershot and at all the principal centres, whether naval or military.

Captain *Norton*—continued.

1526. I think you said that almost any soldier that you met at Aldershot, more especially if he were a married man, would know the existence of these funds: that was your opinion?—The honourable Member for Devonport put it to me in that way, and I answered it by saying that I could say that the Patriotic Fund was very well known at Aldershot, but I did not go the length of saying that every soldier knew of the Patriotic Fund.

1527. My experience would go to show that certainly a very small percentage of the men of the rank and file who would take advantage of these funds know anything at all about them?—That is an assumption that the rank and file could take advantage of the fund, or would be entitled to take advantage of the fund.

1528. For example, take the Soldiers' Effects Fund; I think one has been asked thousands of times by soldiers what becomes of the money that is left by their comrades who die without any next-of-kin, or without any next-of-kin being found. Now, in connection with that fund, I would like to know whether, for example, in the various parishes in Ireland, when a man dies and is known to come from a certain locality, the Patriotic Fund Commissioners ever communicate with the parish priests?—Very frequently; we have a large number of annuitants in Ireland, and I should say that the Patriotic Fund was as well known throughout the length and breadth of Ireland as any other institution for the relief of widows and orphans.

1529. And yet out of an income of over 4,000*l.* only 1,000*l.* was expended of the Soldiers' Effects Fund?—That was not from want of knowledge of it, but from the administrative principle which governs us, that it is only for the widows and orphans of those who die from war disease or injury by service of a certain nature, but not ordinary service. I pointed out that if it were applied to widows and orphans of ordinary cases the fund would require to be millions instead of 100,000*l.* odd.

1530. Then if what I have called the policy of accumulation has not been followed, surely there is no reason why only one-fourth of this should be expended; because you cannot relieve all the cases you refuse to relieve any; that is, broadly speaking, the principle?—No; the Commissioners do not refuse to relieve; they are following the policy indicated by the Secretary of State, who, in handing over the fund, said, that in his opinion, the fund after meeting the cases due to war service should be allowed to accumulate.

1531. Then, my point is this: that you have not made an effort, as it were, to stem the accumulations, or extend the application of the fund?—On the contrary, we are following out the policy indicated by the Secretary of State in accumulating.

1532. Out of any of these funds, out of the Rodriguez Fund and the Zervudachi Fund, I take it it would be possible to relieve soldiers of extreme old age who have no alternative but to go upon the parish?—On the contrary, it would be *ultra vires* of every legislative enactment, of the Royal Commissions and the trust deeds, except that of the Light Brigade (Balaclava) Relief

Captain *Norton*—continued.

Relief Fund, to spend one single penny for the benefit of the soldiers or sailors themselves; absolutely *ultra vires.*

1533. Are the funds in connection with the Military Tournament and the Naval Exhibition handed over to you; have you had any of those funds?—We have not.

1534. You stated that recently a great saving had been effected by the amalgamation of funds; can it be shown that there has been a corresponding increase of expenditure?—Certainly not, in regard to the point I referred to, which was that instead of selling out stock in the case of funds where it was required to meet expenditure and in other funds, where the income exceeded the expenditure, buying in, we transferred them in our books without incurring expense by selling out and buying in in the ordinary course, on the Stock Exchange; and that goes on every year to the benefit of funds.

1535. To the benefit of the funds in contradistinction to the benefit of those who ought to receive the benefits from the funds?—I do not follow the honourable Member in this matter at all, because it is purely a matter of economy of administration.

1536. But when you make any economy of administration you do not attempt to widen the scope, that is to say, you do not attempt to relieve cases that are on your books; there are a large number of children waiting to get into this asylum; for example, you get an increase of funds, but you do not attempt to place any of those children out in the way the Protestant orphan children in Ireland are placed out; you do not attempt to relieve the widows in distress; you do not attempt to relieve those children of the soldiers who have died and whose widows are in distress?—Because in the opinion of the Commissioners they are fulfilling their trusts and their obligations imposed upon them by the Legislature.

1537. In fact, the saving that has been effected has been accumulated; the benefit of the saving effected from the amalgamation has not gone to those interested?—I would not claim for these economies I am referring to anything very great.

1538. But such as they are, they have been for the benefit of the fund?—But even if applied in the way the honourable Member suggests the result would be infinitesimal.

1539. It may be ever so small, but they are not applied in that direction. So I gather rightly that the War Office is never communicated with by the Patriotic Commissioners?—It is continually being communicated with; we are in touch very continually with the War Office; one of the Commissioners is the Accountant General of the Army, and the Permanent Under Secretary of State is also a Commissioner, and no two men take greater interest in the administration of the Patriotic Fund.

1540. I mean that when an application was made to the War Office, and the War Office by their regulations are unable to deal with it, it was not the practice of the War Office to immediately send it on to the Royal Patriotic Commissioners?—But that does not reflect on the Patriotic Fund Commissioners.

1541. Rather on the War Office?—I do not know that.

Captain *Norton*—continued.

1542. With reference to the administration of the Royal Patriotic Fund all the way through, would you say that the administration compared favourably with the way in which the Admiralty themselves administer their funds?—I would rather not express an opinion upon such a comparison at all.

1543. With reference to the Rodriguez Fund, am I justified in saying that the Commissioners place their own interpretation upon how they should use it?—That is clearly so; I have indicated that, I hope, clearly.

1544. And this Zervudachi Fund was never dealt with until this year?—I could not say that that was quite a fair assumption. Nothing has been spent from it, but the earlier circumstances of its administration show that it would have been applied to the full, and very likely exhausted for the benefit of the widows and orphans of men who lost their lives in Egypt in the first campaign of 1882, if it had not been for the transfer from the War Office in 1884 of the Soldiers' Effects Fund, which was more than adequate to provide for all the widows and orphans, not only of that campaign, but the subsequent campaigns up to the present time.

1545. Then you acknowledge that the Royal Commissioners have failed to deal with this fund; they have not carried out the instructions of the donor?—The donor gave no instructions.

1546. I thought in each instance there was a deed?—I explained a little while ago to another honourable Member that in this case there were no conditions attached; it was a donation given to his Royal Highness out of gratitude by Sir Constantine Zervudachi for the conduct of our forces in Egypt, Alexandria particularly.

1547. And it having been handed over to the Royal Commissioners, the Royal Commissioners follow out the usual course of hoarding it up?—I do not admit that at all. I have tried to explain the circumstances under which there were no allowances up to this present year, but I do not admit that it was on the hoarding-up principle at all.

1548. At any rate, you will admit that it was not expended?—I do, and I have explained that.

1549. In your opinion it would be quite impossible to lump the funds and divide them, handing over that portion meant for the Royal Navy and the Royal Marines, and so forth, to the Admiralty, and handing over the rest to a Department of the War Office, that would not be workable, you think?—I would not wish to express any such opinion; it is quite beyond me to express an opinion upon a point of that kind.

Mr. *Cochrane.*

1550. As to the County of Forfar Fund; it is a small fund with only two annuitants, I think?—Yes.

1551. Are they widows of soldiers?—Widows of soldiers, it happens.

1552. And you said you paid a visit to Forfarshire, and you discovered a good many widows deserving but not placed on the fund?—I happened to be in Forfarshire one autumn, and I paid a visit to the county authorities there, and learned that in their endeavours to place upon this

Mr. *Cochrane*—continued.

this County of Forfar Fund the most deserving widows they could find, they found that there were a good many that were very deserving, and that if they had had the funds they would have been very delighted to have placed on the funds some more widows, they were so deserving.

1553. Do you think that in the counties in Scotland there are many deserving cases which might be relieved with advantage?—I am quite sure that through the length and breadth of the land there is many a deserving widow of a sailor or soldier that could be found to be relieved from charitable funds.

1554. Do you think that any extension of the provisions of these various funds could be made to relieve some, at least, of these deserving cases?—In the case of the Patriotic Fund, it is the hope of the Commissioners that they may be empowered by Parliament, acting on the advice of the Government of the day, to apply the surplus of the Patriotic Fund in that direction.

1555. I did not understand from your evidence in chief whether the funds are entirely kept for the widows of soldiers married with leave, who are on the strength of the regiment, or whether any widows of soldiers married without leave are on the fund?—So far as any funds raised for special objects are concerned, no distinction of any kind is made in that direction; with regard to the Soldiers' Effects Fund, it is one of the provisions of the Royal Warrant, which the Commissioners are bound to observe, that preferential consideration is given to those on the married establishment; but even in those cases, where war service has deprived a woman of her husband, that has not been held to be a bar.

1556. Do you think that that restriction cuts out many deserving cases?—Not in regard to war service or special disaster; certainly not.

Mr. *Bayley.*

1557. Out of the money of the Patriotic Fund you pay 25,000*l.* to the Wellington College, and in return for that you have nominations for 18 orphans; that would be in perpetuity, I suppose?—In perpetuity.

1558. And those are the children, I suppose, of officers?—Of officers.

1559. Who have died of wounds received in the Crimean War?—No; there are now very few of those cases; in fact, I should say, hardly any. It is, in fact, any military or marine officer.

1560. That belongs to the Patriotic Fund establishment, which is in accordance with the Act of Parliament, for the children of those who die in that way?—The honourable Member has again lost sight of the second and third Subclauses of Section 5, which extended it practically to anybody.

1561. Are all these 18 who are receiving their training at Wellington College children of officers who have died in Her Majesty's service?—I should hardly say so. You see the wars have been very few of late, but we generally give preference to war service.

1562. They are all orphan children?—All fatherless, certainly; we could not give it to anyone else.

Mr. *Mowbray.*

1563. The nominations are given by you after inquiry in each case?—Yes, we keep a list of candidates as we do for everyone of our institutions and orphanges, and when there is a vacancy in our nominations the claims of all on the list go before a special sub-committee who select the cases they think most deserving.

Mr. *Egerton Allen.*

1564. To go back to the religious question, have you ever had an application from a Baptist family or father to put a child on the fund?—Not within my experience.

1565. I suppose if there were such there would be some provision for them?—There is no distinction whatever.

1566. I have found in applying to the War Office, though they recognised the Baptist persuasion later on, that there was a distinction made in the War Office between the Wesleyan persuasion and the Baptist persuasion, but there would be in your case no distinction made?—What I wish to convey to the honourable Member is that religion would be no bar to the admission of an orphan to the Royal Victoria Patriotic Asylum.

1567. And to supplying them with any instruction which their parents desired for them?—Quite so.

Mr. *Kearley.*

1568. I find that in 1880 the question of pensioning employés of the Patriotic Fund Commission was dealt with, and I see that there is a charge on the fund at the present moment for retired officers of the Patriotic Fund of 638*l*, which is nearly two-thirds of the salaries of the present active staff. Then in this correspondence in this return of the sub-committee made to Parliament, it was there set forth that in future (I am reading paragraph 18 on page 3 of the report of the sub-committee): "The appointment of Secretary, upon new terms, might be made from the list of retired officers in the Army and Navy, or of the Civil Departments connected therewith, and he and the clerks should clearly understand that it is a condition of their employment that they have no claims to pensions." Do you mind my asking you whether you have any claim to a pension?—Yes, I have a claim to a pension.

1569. In the face of this express condition, the Patriotic Commissioners have allowed that?—The circumstances of that time have been altered entirely by the permanence given to the Commission by the legislation of 1881. Those circumstances were circumstances of financial disaster for one thing and for another, it was still undecided then as to whether the Patriotic Fund Commission would be continued; therefore, that notice was put in.

1570. But they object here to the principle of pensioning employés. Look at Clause 20?—I know the reference quite well.

1571. I will read Clause 20 of the same Return: "We have no information as to the grounds on which the late secretary was awarded a pension of 300*l.* a year, but we assume that the present position of the fund may require that this award should be reviewed." Has that award ever been reviewed?—You are referring

Mr. *Kearley*—continued.

referring to the first secretary; that was Captain Fishbourne; he is dead now.

1572. Then you have an expectation of a pension?—I have certainly a just expectation.

1573. In the face of this report of the Sub-Committee?—I do not know about "in the face of that"; I have nothing to do with that, but I have a just expectation under a Royal Warrant.

1574. You already draw an Army pension as a retired officer, I believe?—That is in respect of my Army service.

1575. The suggestion here is that they might employ a new secretary on new terms "from the list of retired officers in the Army and Navy, or of the Civil Departments connected therewith." I know it is the practice that all retired pensioned officers who are employed after retirement in recruiting, &c., up to the age of 60 or 65, have no claim thereby to an extra pension. Do you know the clause I am referring to?—I know the clause to which you are referring.

1576. However, this point was never raised in your case?—My appointment took place a considerable time after that.

1577. After 1880?—1887. They gave pensions, as a matter of fact, to everyone after 1881.

1578. Here was this joint report of the Sub-Committee, and there is the question of the heavy liability thrown on the fund, and we see that there is a heavy liability, notwithstanding that one pensioned employé is dead, which is still 638*l.*, which represents two-thirds of the salaries of the active staff. In spite of these strong expressions of opinion from that joint Sub-Committee the Patriotic Fund Commission went behind them and continued to pension their employés?—I would not like to say that the Patriotic Fund Commissioners went behind them, for the Patriotic Fund Commissioners said that they could could not possibly treat their employés in that way.

Chairman.

1579. In the opinion of the Commissioners there has never been any difference in regard to the policy they should pursue as to the main lines of their policy, since the first formation of the Commission down to the present day. I am speaking now particularly upon the point which so many Members have examined you upon, as to whether the widows and children of those who have lost their lives in the service of their country under conditions which they specified, have any claim on that account to participate in the fund. You have always required, if I have not mistaken your evidence, that the claimants should prove that they were unable to maintain or support themselves without such aid?—Clearly so, under the original Commission of October 1854.

1580. And you have persistently endeavoured to encourage recipients to maintain a spirit of independence in their mode of life, and to pursue such industrial occupations as they were capable of?—That is so, clearly.

1581. Then in what the Commissioners have regarded as the equitable application of those benefits, they have desired so to economise their funds as to ensure that they should always be equal to satisfying the demands which they themselves have encouraged, and to be prepared for such other demands as might be made upon them of a kind which did not make them appeal to the public benevolence in such a way as when these more conspicuous disasters have occurred?—That is entirely in accordance with the facts.

1582. Then you have further called our attention to the fact that Parliament by the Act of 1881 practically recognised the work of the Commissioners as permanent, and directed the manner in which surpluses accumulated should be dealt with?—That is so. May I before I leave hand in the return of the attendances to which I referred at the beginning of my evidence to-day?

Sir GERALD FITZGERALD, K.C.M.G., called in; and Examined.

Chairman.

1583. You are Accountant General of the Navy?—Yes.

1584. In the course of the inquiry the Members of the Committee have heard from time to time of the practice of the Admiralty in dealing with families of seamen on service in remote parts of the world. Will you explain to us what are the facilities that are offered in regard to the receipt of such portions of the earnings of seamen as are allotted to the support of their families at home?—Every sailor can allot an amount of money to his family when he goes abroad, according to the pay he himself receives, and this allotment is paid to the allottees through the post offices at the commencement of every month.

1585. In that respect your process differs from that of the War Office, does it not?—I do not think the War Office have any allotments.

1586. But do you put any kind of pressure upon the seamen?—None whatever. They make a declaration before their commanding officer that they wish to allot to their families, and this declaration, when it is checked by the paymaster, who has to see that it is within the limit that the man is allowed to allot, is sent to the Admiralty. The Admiralty on that authority pay over the allotment to the person nominated to receive it.

Chairman—continued.

1587. And then do you render from time to time to the seamen a statement of accounts?—No, the seaman knows that once he makes this declaration his family will receive the amount inserted in it.

1588. And he receives the balance of the money due to him at the particular station where he is serving?—That is paid to him by the paymaster. He has also power to stop the allotment whenever he likes.

1589. Is the practice to which you have referred one of large application?—Very large application.

1590. And naturally it is favoured by the Lords of the Admiralty?—Very much.

1591. Does it involve a large amount of clerical

Chairman—continued.

clerical work?—Yes, in my department there is a very large branch which entirely deals with allotments. Up to a year ago allotments were also paid in great measure by our cashiers at the dockyards, but since then they have been paid through the Post Office.

1592. The change in the method of payment has given general satisfaction, has it not?—I think so.

1593. Now does that payment in the ordinary course of things abruptly cease upon intimation of the death of the seaman?—Yes.

1594. In certain cases it has been continued after the death was notorious?—Yes, especially in the case of the "Serpent," and in the case of the "Victoria."

1595. How is that continuance determined and authorised?—The Lords of the Admiralty considered it necessary to come to the support of these people, and approved that the allotment should be continued.

1596. In the case of the "Victoria" disaster, was there any intermission, and, if so, what, in the payment of the amounts allotted to the families who had become widows and orphans by that disaster?—None whatever; they were paid to the 1st of July, and in some cases to the 1st of August; and in two cases till the 1st of September, where there was some delay in getting the necessary documents for obtaining their pensions.

1597. Then, as a matter of fact, from the pecuniary point of view, are you able to say that no family is worse off from the loss of their husband and father?—In the case of those that allotted. We were, of course, unable to give any immediate relief to those who had not received allotments.

1598. About what proportion could you say of those men who were lost in the "Victoria" had provided for their families?—There were 361 persons of all ranks lost; of course that includes officers and others; but the numbers of those lost who had made allotments were 97 men and 14 boys; that is to say, 111 altogether. There were 108 saved of those who allotted, and whose allotments were continued as a matter of course.

1599. Those were not all men with families?—There were dependent relatives.

1600. Perhaps it would not be desirable that I should press you in regard to Greenwich Hospital?—No, Mr. Lambert is here. He is the Director.

1601. But are you able to say how quickly the benefits from the Greenwich Hospital Funds are distributed?—I should prefer to leave that to Mr. Lambert to say; it does not come under me at all.

Mr. *Kearley*.

1602. Naturally these families, these widows, have to incur some additional expense by reason of the husband dying; in mourning, and such things as that; they have to expend money to provide mourning for the family?—Yes.

1603. Therefore they would not be on the same terms as they would be were the husband

Mr. *Kearley*—continued.

living; or rather, to put it in another way, the allotment would not serve the purpose as it would have done had not the husband died?—I should think there would probably be a small sum over and above what was necessary for their support, to provide them with mourning.

1604. The continuance of the allotment to July, and in some cases even to September, did not represent that the amount of money at the disposal of these families could be expended in the same direction as it had been expended before this disaster occurred; there would be a call upon the families to provide mourning?—Of course there would be a small outlay for mourning.

Chairman.

1605. By the by, the Admiralty give gratuities to certain persons, other than widows and children, who are dependent?—Yes. We gave gratuities to 145 dependent relatives of those who were lost, the aggregate amount of which was 3,303*l.* 12*s.* 4*d.* in the case of the "Victoria."

Commander *Bethell*.

1606. Has there not been a practice of giving something like a year's pay to the widows in cases of these disasters?—Not to widows; dependent relatives. The balance of any pay that may be due to their husbands is handed over to the next-of-kin; but to the widows we give pensions.

1607. I know of the widows' pensions, but is not a sum of the year's pay given; a year's pay is the amount of pay that is usually given?—Yes.

1608. And, as I understand it, usually to dependents, is it?—Yes, dependents.

1609. But in the case of the "Victoria," did these relief sums that you mentioned amount to a year's pay?—Yes, they were based upon a year's pay.

1610. Can you tell me, is it a regular rule at the Admiralty, when life is lost, that the dependents get a year's pay of the person who provided for them; the dependents, other than the widow, I mean?—It is only in exceptional cases that the Admiralty give gratuities.

1611. I do not quite remember; are the Admiralty in the habit when a man loses his life of giving any assistance to the widow where there is no widow's pension to which she is entitled, or to the dependents?—I do not think so. I do not remember any amount being given to a widow in such a case.

1612. But I think there are cases where there is no widow's pension to which she is entitled; it requires a certain amount of service to entitle a woman to a widow's pension. In those cases where the husband dies and the widow is entitled to no pension, does she get relief, as a matter of fact?—It is done from Greenwich Hospital.

1613. I am talking of the Admiralty?—No, the Admiralty does not give any. I was thinking whether any case had come before me, but I do not recollect any case from the Admiralty.

1614. With regard to those figures that you gave, 111 and 108, that is a small number of men

Commander *Bethell*—continued.

men to be allotting money, is it not?—Yes, it is.

1615. Unusually small?—Unusually small; because the men were young men who had no wives, and probably their families were not dependent upon them. There were only 22 widows out of the whole number of men lost.

1616. I recollect some years ago being astonished at the number of quite young men who allotted money to their parents?—Yes, and so they do; to their fathers and mothers, and brothers and sisters.

Mr. *Kearley.*

1617. May I ask you as to this small percentage of men who allotted, might it have been occasioned by the fact that the allotments at that time were paid through the dockyards?—I do not think that had any effect.

1618. Are a larger number allotting now?—Yes, it is increasing, but I think not specially owing to that cause; but the loss of the "Serpent" and the loss of the "Victoria" have given a great impetus to the allotment system.

Mr. *Cochrane.*

1619. May I ask if there are many sailors who do not actually allot who send home Post Office orders themselves?—Yes, there are.

1620. And those cases would have been perhaps more hardly treated than regular allotments?—That is the position: the Admiralty are always willing to treat the cases of those who allot, because they know from their own records those who send allotments through the Post Office. We are more conversant with their circumstances, and therefore can come to their support at the particular moment.

1621. And though the Admiralty would be quite willing to assist them, from want of knowledge they fail to assist some cases which are possibly very deserving?—That is so.

Mr. GEORGE THOMAS LAMBERT, called in; and Examined.

Chairman.

1622. You are Director of Greenwich Hospital?—Yes.

1623. Is there any other office that you hold?—No.

1624. As Director of Greenwich Hospital, will you please give the Committee as concisely as you can something of the story of that great charity. It was founded by Royal Charter, was it not, in 1694?—It was so.

1625. Will you tell the Committee what was the object?—The origin of it was the number of disabled men after the Battle of La Hogue; Queen Mary felt great compassion for them, and she proposed to the King that the Palace at Greenwich, which Charles II. had commenced, and which had been left unfinished, should be devoted to a hospital for them. This idea was taken up, there was a Royal Charter in 1694, devoting the palace to that purpose; and that was followed by an Act of Parliament in 1696, which gave 6*d.* a month from the wages of all seamen, whether of the Royal Navy or the Merchant Service, for the support of the hospital.

1626. Will you recite the terms of the directions of the Act of Parliament?—The Royal Charter gives the best indication. The object was "the relief and support of seamen serving on board the ships or vessels belonging to the Royal Navy of us our heirs or successors, or employed in our or their service at sea, who, by reason of age, wounds, or other disabilities shall be incapable of further service at sea, and be unable to maintain themselves; and for the sustentation of the widows, and the maintenance and education of the children of seamen happening to be slain or disabled in such sea service; and also for the further relief and encouragement of seamen, and improvement of navigation." Then comes the Act of Parliament of 1696.

1626*. But substantially the Act of Parliament gave effect to the terms of the Royal Charter?—Yes.

Chairman—continued.

1627. And then, I think, you told us that provision was made by a deduction of 6*d.* a month from the wages of seamen?—Of all seamen.

1628. That amount was further augmented in 1708, was it not?—Yes, by the grant of all forfeited and unclaimed prize moneys.

1629. And it was again augmented by a certain percentage on all prize and bounty monies, was it not?—That percentage followed in 1806.

1630. Those payments were continued until when?—Until the year 1829.

1631. There were large forfeited estates, were there not, that were made over to the hospital?—Lord Derwentwater's estates in Westmorland, Cumberland, and Northumberland were made over to Greenwich Hospital in 1735. They were forfeited in the Rebellion of 1715, but in 1735 they were made over by an Act of Parliament to Greenwich Hospital.

1632. Has there been any other augmentation of the income?—There have been many donations and Parliamentary grants from time to time.

1633. Then, beginning as you have told us in 1694, what form did the expenditure for the benefits take?—The establishment of an asylum, called the Royal Hospital for Seamen, at Greenwich, and in 1704, the first men entered the asylum, 100 in number. The buildings had then progressed so far as to admit of 100 men coming in. The buildings were gradually completed by Sir Christopher Wren, until they were capable of taking in 2,700 men; and that number was actually in the buildings in 1814.

1634. Up to that time the benefits were enjoyed by the seamen only?—By the seamen almost entirely.

1635. Widows and orphans did not participate?—There had been a school for boys, which had grown from the year 1712 from very small beginnings, and had gradually increased, and

Chairman—continued.

which is now the Royal Hospital School at Greenwich.

1636. That was, in fact, upon the hospital estate?—It was part of the foundation. The education of children was one of the objects of the foundation.

1637. What kind of benefit did the wives of these veterans receive?—Very little was done for the wives; in fact, nothing at all was done for the wives until shortly before the hospital was closed in 1865. Then some allowances were given to the wives of the pensioners who were in the hospital, and who were in a state of great distress. The widows had some provision made for them in the hospital itself as nurses; there were about 140 of them

1638. That is to say, they received benefit by being enabled to earn?—By being employed in the hospital.

1639. In what year did the system of out-pensions begin?—The out-pensions first commenced in 1763; at that time the surplus income of the hospital was devoted to out-pensions of 7*l.* a year.

1640. Were those pensions to men only?—To men only.

1641. Did the men receive those pensions as a matter of right to which they were entitled, or was there discrimination in regard to that?—They were given to such men as had become "worn out and decrepit in the service of their country"; those are the words of the Act of Parliament.

1642. That would mean character and general merit?—Taking into account their service, and their distress and their condition generally.

1643. Did Parliament make grants-in-aid of those out-pensions?—Yes.

1644. To about what amount?—I am afraid I am unable to give that figure. The allowances from Parliament were uncertain; they were given for a series of years; then they appear to have been omitted, and given again.

1645. They were irregular and intermittent?—Yes.

1646. In 1806 a scale of out-pensions of a more general character was adopted, was it not?—That was so.

1647. What amount did those go to?—They went up to 18*l.* a year as the maximum.

1648. Retaining the 7*l.* as the minimum?—As the minimum.

1649. Then a little later, namely, in 1812 a system of gratuities was established, was it not?—Yes.

1650. What was the nature of those gratuities?—As far as I can tell they would be about a year's pension. If the man had been pensioned he would have it continuously; the Admiralty gave him as a gratuity one year only of the pension.

1651. Up to about that time there was a fund known as the "Chest at Greenwich" which had been the "Chest at Chatham"?—Yes.

1652. What was the nature of that fund?—The fund was established just after the fight with the Armada; there were many wounded men; they petitioned the Queen for some assistance, and she referred the petition to the Lord

Chairman—continued.

High Admiral. It was arranged, with consent of the seamen, that 6*d.* a month should be deducted from their wages. These contributions were paid into a fund originally at Chatham called the "Chest at Chatham"; the chest that is frequently alluded to by Pepys in his "Diary." At the beginning of this century it was removed to Greenwich, and in 1814 it was amalgamated with the funds of Greenwich Hospital. That was entirely for the benefit of men wounded in fight with the enemy.

1653. The accumulation was considerable, was it not, at that time?—The estates were sold, and the total sum handed over was 1,355,400*l.* in consols.

1654. Since 1829, the systems of out-pensions has become more dependent upon Parliament, has it not?—In 1829, the Treasury or Consolidated Fund took over the out-pensions altogether, and Greenwich Hospital was deprived of certain sources of income, viz., 6*d.* a month from the wages of men of the Royal Navy, the percentage upon prize money and the forfeited prize moneys. The 6*d.* a month from the wages of merchant seamen was abolished in 1834.

1655. Do I understand that the Treasury took possession of those funds and left them dependent upon Parliament for the necessary amount?—The 6*d.* a month from the wages of seamen ceased to be payable; and the prize money now goes to the Treasury.

1656. You told us that, in 1834, the payment of 6*d.* a month from the wages of merchant seamen was abolished; and you received in lieu of it a grant of 20,000*l.* a year from the Consolidated Fund, did you not?—That is so.

1657. Now we come on to the later days when Greenwich Hospital was closed as an asylum; that was between the years 1865 and 1869, was it not?—It was so.

1658. And with these funds liberated from the hospital, a system of old age and special pensions was inaugurated?—That was so.

1659. What is the amount of the age pension?—The age pension is 5*d.* a day to a man who has a naval pension for life, and who is over 55 years of age. At the age of 65 he gets an additional 4*d.*

1660. That is to say, that from 55 years of age, in addition to his naval pension, he receives 5*d.* a day?—Yes.

1661. And if he lives to the age of 65, that 5*d.* becomes 9*d.*?—Yes.

1662. Still, in addition to his naval pension?—That is so.

1663. And you include for that purpose in the Greenwich Hospital estimate a sum of what?—£. 100,000.

1664. Are there special pensions to meet exceptional cases beyond those you refer to?—There is provision made in the estimate for a sum of 22,000*l.* for special pensions, which are to meet cases of men whose health has broken down, and who, perhaps, have been obliged to leave the service prematurely, or who have very small naval pensions.

1665. Is there accommodation in the naval hospitals also for men of that kind?—In the naval hospitals at Yarmouth, Chatham, Portsmouth,

Chairman—continued.

mouth, Devonport, and Haulbowline, there is accommodation provided for a limited number of men disabled, and entitled to the benefits of Greenwich Hospital; Greenwich Hospital pays for those men 2*s.* 6*d.* a day, and receives their naval pensions.

1666. In determining those pensions, so far as you have referred to them, what consideration is shown for the wife and the number of children who might be dependent upon her?—The number of age pensions is not sufficient to give a pension to every naval pensioner over 55 years of age; a selection has to be made, and that is made by the Admiralty on consideration of all the circumstances of the case, the man's state of health, whether he can earn anything to add to his naval pension, and so forth.

1667. But pensions are given from the fund to widows under certain circumstances?—When a man's death is attributable to the service, or he has died from extraordinary exposure on duty, then a pension is given to the widow and an allowance to the children.

1668. Is that graduated according to the rank?—According to the rank.

1669. And it varies from 3*s.* 6*d.* to 6*s.* 6*d.* a week for the widow, does it not?—That is so.

1670. And from 1*s.* 6*d.* to 2*s.* a week for each child dependent on the mother?—Yes.

1671. Now there is a great school, of which we have heard a good deal, at Greenwich Hospital also, is there not?—There is.

1672. How many boys receive education and maintenance there?—There are 1,000 boys, the sons of seamen and marines, who are maintained and educated, and there are 100 day boys who are paid for by the trustees of Sir William Boreman's Foundation; but as far as the Navy is concerned there are about 1,000.

1673. Do these 1,000 receive maintenance as well as education?—Yes, everything.

1674. But there are certain orphan boys and girls also maintained out of a fund in other homes?—There are 100 orphan boys who are too young to go to Greenwich, or unfit, and who are maintained in various orphanages and homes, and about 200 girls are maintained in homes and in schools.

1675. Then beyond those advantages conferred by the fund, is anything done for retired officers of the Royal Navy and their children?—There are a number of pensions for retired officers, about 140, and there are allowances of 20*l.* a year each given to 75 children of deceased or distressed naval officers.

1676. And am I right in supposing that the sum of 9,235*l.* is annually appropriated for that object?—Yes, including the salary of the Visitor and Governor of Greenwich Hospital, which absorbs 400*l.* a year at present.

1677. What kind of relief is given for dependent relatives of men whose death is attributable to the service?—They may receive gratuities not exceeding one year's pay of the deceased man; but the total sum spent in the course of the year is not to exceed 500*l.*; that is by Act of Parliament.

Chairman—continued.

1678. You have presented a statement of the estimated income and expenditure of the hospital for the last year; would you tell the Committee something about the Travers Foundation, referred to in that statement?—The Travers Foundation came into existence in 1728. It was founded then by the will of Mr. Travers, who stated therein that he had been considering for a long time how to devote his money to the best possible object. He therefore devoted an estate in Essex, and other property, to the support of a limited number of superannuated or disabled lieutenants of the Royal Navy. His will fell into Chancery, and the foundation did not actually take effect till 1798, when the funds had accumulated to some extent. A piece of ground in the town of Windsor, close to the Castle, was then purchased, and a terrace of houses was erected in which these retired officers were to reside. They were a corporation entirely self-governed, but the Admiralty selected for admission to that charity. The charity became somewhat out of date, and complaints were made of the way in which the institution was conducted. The Admiralty caused inquiry to be made, with the result that an Act of Parliament was obtained to abolish the institution, to hand over the estates to Greenwich Hospital, and to devote the proceeds to pensions for the same class of persons as were received in the houses at Windsor before. That has been done.

Commander *Bethell.*

1679. What year was that?—That was 1892.

Chairman.

1680. In 1892 a Select Committee was appointed by the House of Commons "to inquire into the causes which have led to the limitation in the number of seamen receiving age pensions out of Greenwich Hospital funds, and to consider whether any steps can properly be taken to make provision for a larger number of age pensioners, and to inquire into their alleged grievances." That Committee presented its report in April 1892, and therefore it will not be necessary for me to take you into as much fulness of detail as might otherwise be necessary in regard to the general administration of the hospital. But in respect to the pensions to widows and the allowances to children, which I suppose in all cases must arise out of deaths attributable to the service?—That is so.

1681. And which, as you have stated, are graduated according to the rank of the deceased?—That is so.

1682. How long a time does it take by the process which you follow to bring those benefits into actual operation?—It takes in an ordinary case a month almost exactly from the date at which we hear of the case until the money is paid to the widow.

Chairman—continued.

1683. Can you tell us shortly what is the process followed; do you wait for an application?—Applications come in one of two ways: sometimes through the Medical Director-General of the Navy; he has a return of accidents that have happened, and he reports them to us, and that they were attributable to the service. But applications are also received direct from the widows themselves. When they come from the widows themselves the cases are referred to the Medical Director-General to report what were the circumstances, and if the circumstances are such that the man's death was clearly attributable to the service we then call for certain information; we send a form to the widow to fill up, inquiring, for instance, how many children she has got, and calling for certificates of birth of herself and her children; we also institute inquiries confidentially as to her character, and obtain from the Accountant General the rating of the man in the service with a view to determine the scale of pension. All that is done with as little delay as possible. Then the case is submitted to the Board of Admiralty for their decision as to whether the pension is to be granted.

1684. In determining the title of the applicants, do you take into consideration their income from other sources, their circumstances in life?—We ask them questions on that point. I only recollect one case in which a pension has been withheld, and then it was found that the widow was receiving from a public source a considerable income. We gave the allowance to the children, but suspended it in the case of the widow herself, till she should happen to be no longer in receipt of that income.

1685. Can you tell us what number of pensions are authorised?—At the present moment there are 297 pensions to widows in force, and allowances to 437 children. Many of the children go to schools at the expense of Greenwich Hospital, and then the allowances drop.

1686. The pensions to officers and allowances to their children in the year 1894–95 amounted to 9,235*l.*, did they not?—Yes.

1687. While there was expended upon seamen and marines and their widows and children the large sum of 170,589*l.*?—That is so.

1688. In the table before me, given in the Paper which has been handed to me, you show the percentage of income awarded to officers and children as 4¾ per cent., while to seamen and marines it amounted to what?—To 89½ per cent.

1689. One and a quarter per cent. is expended on the maintenance of Greenwich Hospital?—Yes, on the gallery of pictures, maintenance of chapel, cemeteries, and pensions to the former staff of the Hospital.

1690. Two per cent. represents the outlay on estates in the North of England and at Greenwich; 2 per cent. is the cost of administration at the Admiralty; leaving you a surplus income of one-half per cent.?—That is so.

Chairman—continued.

1691. I was asking you as to the time which it took to bring into benefit those who had established their claim upon your funds, and I think you said that, generally speaking, it was accomplished within a month?—When the case is quite straight that is so. There are cases happening on foreign stations where it may be necessary to refer again to the captain of the ship for further particulars; that causes delay.

1692. But supposing the ship to be lost, as in the case of the "Victoria," what happens?—In the case of the "Victoria" there was unusual delay because it so happened that the crew had been changed from ship to ship, and the Accountant General, who keeps the records of the crews, was unable to give me at once for certain the names of the men who were in the "Victoria"; there was therefore an unusual delay; but we did what was possible, and the result was that out of the 73 cases of widows in England we had pensioned 57 by the 15th of August (the loss of the ship took place on the 23rd of June), and by the end of August we had pensioned 67 out of the 73. There were some more widows at Malta, who, through ignorance, and one cause and another, did not make themselves known to us till later; there were 10 such cases.

1693. Then the last widow's case whose claim came before you was dealt with in what time?—At the beginning of 1894.

1694. Is there anything further you would like to say?—I should supplement that by saying that in the case of the loss of the "Serpent," which had only just left port, we knew for certain what the crew consisted of. The ship was lost on the 10th of November, and by the 10th of December we had pensioned all the widows, 61, with the exception of three.

1695. We have been speaking of the seamen; do the Marines come within the same category?—Yes.

1696. Is there anything further you would like to say?—No.

1697. I referred just now to the Report of the Select Committee appointed in 1892; can you say what has been done in furtherance of the recommendations of that Committee?—The Committee recommended that the Navy should pay a rent of 5,000 *l.* a year for the use of the old hospital buildings at Greenwich. They are now used as a naval college. Up to that date they had paid a rent of but 100*l.* a year. That recommendation has been carried out. The Committee further recommended that a sum of 16,000*l.* a year formerly paid to Greenwich Hospital should be restored. That has been done; that is all that has been done.

Mr. *Kearley.*

1698. Was there any other recommendation?—Officers' pensions they referred to, but they did not make any distinct recommendation.

1699. It was a matter of opinion, was it not. I know that the Admiralty has not taken it over;

Mr. *Kearley*—continued.

over; that the Parliamentary Secretary of the Admiralty has not taken up the recommendation. Is it not a matter that is open to a difference of opinion?—Shall I read the words of the Report of the Committee? "The Committee are not, therefore, in favour of transferring the existing officers' Greenwich pensions, established in consequence of the Act of 1865, to naval funds; but they think that there are some grounds for so transferring the additional sum of 3,200*l.* assigned for the same object since 1865."

Mr. *Kearley*—continued.

1700. I was addressing my remarks for the moment to the 3,200*l.*?—Yes.

Chairman.

1701. "There are some grounds for so transferring"; have the Admiralty acknowledged those grounds?—They have not.

1702. And the other recommendations, such as they are, are dormant?—There are no other recommendations.

Friday, 21*st June* 1895.

MEMBERS PRESENT:

Mr. Egerton Allen.
Mr. Thomas Bayley.
Commander Bethell.
Mr. Brodrick.
Mr. Seale-Hayne.
Mr. Kearley.
Mr. Luttrell.
Captain Norton.
Lord Edmund Talbot.
Mr. Woodall.

WILLIAM WOODALL, Esq., IN THE CHAIR.

Mr. GEORGE T. LAMBERT, re-called; and further Examined.

Commander *Bethell*.

1703. You have given us the history of the Greenwich Hospital Fund, and I should like to know if a widow of a naval person, whose husband dies in the ordinary course without any special relations of hardship to the service owing to accident, can you give her a pension?—No, nothing whatever.

1704. You are entirely confined to those cases where the husband has died either in the execution of his duty or through some cause immediately traceable to the exigencies of the service?—That is so; we can assist the children by sending them to a school.

1705. But I confine myself to widows; you cannot do anything for widows?—Nothing whatever.

1706. What can you do for children?—There is Greenwich Hospital School to which boys can be sent, and also there are orphanages and schools throughout the country to which we send boys and girls. They are sent at the expense of Greenwich Hospital.

1707. You referred to those the other day; I do not think you told us how many of those orphanages and schools there were?—The exact number I cannot tell you; the number of children I can tell you.

1708. But these orphanages and schools are not orphanages and schools especially for these children?—No.

1709. But the children are sent to other places?—To other places selected by the Admiralty.

1710. And what number of children have you?—There are about 200 girls and about 100 boys sent to these institutions.

1711. Did you tell us the amount of money that was assigned for the children?—For boys and girls together it is about 6,000*l.* a year.

1712. The Greenwich Hospital pensions, I think you told us, were in some cases in addition to the pensions that men may get from the Navy?—No man is eligible for a Greenwich Hospital age pension unless he has a naval pension for life as well. There are special pensions from Greenwich Hospital, which are given without the necessity of having a naval pension also, to men who are disabled.

Commander *Bethell*—continued.

1713. But the ordinary Greenwich Hospital age pension is especially for those men who have got pensions from the service?—That is a necessary condition; they are supplementary, they are additional in fact.

1714. Must a man have arrived at a particular age before he is eligible for these pensions?—A man must be 55 years of age before he can get an age pension.

1715. No option is left in that matter?—No, that is fixed by an Order in Council.

1716. Is that varied from time to time?—The Order in Council has never been varied so far as the minimum age goes. There is a further pension of 4*d.* a day at the age of 65, and that formerly was at the age of 70.

1717. I have not had my attention called to the accounts, as I see them here; will you be good enough to say is the whole of your income spent?—In that particular year 1894–95 we estimated that the whole income would be expended, except about 800*l.* The accounts for the year are not yet completed, but the Estimates for that year showed that the surplus would be about 800*l.*

1718. Speaking roughly, are you by way of spending the whole of your income?—We do. As a matter of fact, it is not desirable that we should do so, because there is a very heavy liability in future hanging over Greenwich Hospital for these widows and orphans. The actuary tells us that it will amount to 18,000*l.* or 20,000*l.* a year eventually, and at present it is only 5,500*l.*

1719. When you have got a liability of that nature hanging over you, that is part of your revenue surely?—It will fall upon the revenue.

1720. I mean you consider that in the objects of your revenue?—Yes; unless we accumulate, it looks as if our revenue would be insufficient in the future to meet that liability.

1721. On the other hand, on one side of your account it would be shown?—Certainly.

1722. Then,

Commander *Bethell*—continued.

1722. Then, I think, you told us that some of the estates that were made over to you had been sold?—The larger part of them has been sold.

1723. And the money invested?—And the money invested.

1724. Who is responsible for the investment of the money?—Their Lordships of the Admiralty are responsible for the investment of the money.

1725. What is the operation?—A proposal comes for the mortgage of an estate, for example; it comes to me; I refer it to the solicitor for his opinion; if it looks as if it were a satisfactory investment it goes before their Lordships of the Admiralty with a proposal that it should be investigated. If they sanction that, a surveyor and valuer is employed to survey the estate and go over it minutely and report as to its character and as to its value.

1726. The persons who are responsible for the investment are the Lords of the Admiralty?—Yes.

1727. Do you think that there is much overlapping, or any overlapping, between the distribution of the Greenwich Hospital Fund and the funds in the hands of the Patriotic Fund Commissioners, and of the other funds of which we have heard something?—I can hardly answer that question satisfactorily, because I know nothing of the other funds. I know something of the Patriotic Fund, because in the case of the "Victoria" Fund, I was in communication with the secretary, and it was arranged that the Patriotic Fund Commissioners should be kept informed of everything that was done by Greenwich Hospital for these widows and children. That was carried out.

1728. With regard to the Naval Fund of the Exhibition, there is no system of communication, is there, between you and the authorities there?—Yes, I am a member myself of the Royal Naval Exhibition Fund Committee, and we have perfect communication.

1729. Better communication than you have with the Patriotic Fund?—Certainly.

1730. Is it your opinion from what you know of these two funds besides your own that there is overlapping?—There may be overlapping in the case of the Patriotic Fund, not in the case of the Royal Naval Exhibition Fund.

1731. How long have you been director?—Ten years.

1732. After your experience, is it your opinion that it would be better if these funds, naval funds, were lumped together and managed for one body?—My opinion is that it would not be desirable that the Admiralty should undertake the whole management of the funds subscribed by the public. I think that there are one or two objections to that. First of all, the Admiralty would find it difficult to appeal to the public, and I doubt if the public would respond so readily to the Admiralty as to the lord mayor or some independent authority. And the men themselves of the Navy, I think, would not like it, because there would be an impression that the Admiralty would use these funds subscribed in order to relieve the Navy Votes or the funds of Greenwich Hospital.

1733. I did not point to that solution that the Admiralty should have all the funds?—I am quite of opinion that naval funds other than those of Greenwich Hospital might be brought together with great advantage and managed by one body, that body to be in communication with the Admiralty.

1734. There is, after all, no very substantial difference between the Greenwich Hospital Fund and the other funds. It is true that the Greenwich Hospital Fund has been given by the State over a considerable number of years; but having once been given the distribution is assigned more or less?—I think so.

1735. And it does not seem to make any very material difference whether the money has been collected from individuals or handed over by the State at different times?—No, I do not think it does.

1736. Do you think that there would be any particular objection if the funds were lumped together and administered by some outside body other than the Admiralty; do you think that it would be better in the interests of the seamen I mean?—In some ways it would, but in other ways it would not; for instance, the Admiralty in giving away their naval pensions to men ought to be in very close connection with the body which administers the Greenwich Hospital pensions. They are to some extent dependent on each other. No man, for instance, is eligible for a Greenwich Hospital age pension who has not got a naval pension. Then the special pensions of Greenwich Hospital are given away in consideration of the man's service in the Navy, the nature of that service, the character and history of the man, which is recorded in the books of the Admiralty. And that is also true to some extent of the age pensions. Therefore, the Greenwich Hospital funds and the Admiralty funds, naval funds proper, are very intimately connected.

1737. The difficulty in my mind that I cannot very well get rid of, after all the evidence we have had, is that we have really two distinct subjects: we have the question of giving relief in times of pressure, in times of disaster and war, and so on; and we have the other case of old age pensions. Those are two distinct subjects, and they appear both in the Greenwich Hospital funds to some extent, and in the other funds of which we have heard to be not very clearly distinguished from one another?—Greenwich Hospital deals with both classes.

1738. I know it does. Do not you think that all these funds with these two objects might be kept more clearly apart in the administration of the funds?—For instance, take the Royal Naval Exhibition Fund; the income of that fund is devoted to the widows and children of men who die in the ordinary way in the service; not men who are killed. The widows of men who are killed are assisted by Greenwich Hospital; the widows of men who die in the ordinary way are not so assisted; so the Royal Naval Exhibition Fund takes them under its care. On the other hand, the "Victoria" Fund and the "Serpent" Fund and the others were subscribed for the families of men who lost their lives in disasters. So that these various small funds are not all applied to the same class of objects.

1739. What measure do the Admiralty take to

Commander *Bethell*—continued.

to make the Greenwich Hospital Fund known to the seamen?—It is made known through the regulations published in the Navy Lists, which are in every ship in the service, and all the Coast Guard Stations have notices giving details of all that is done for the men and their wives and children.

1740. You issue an annual report, do you not?—No, that report is only for the Admiralty. The estimate goes before the House of Commons, and is published.

1741. We do not get the accounts, do we?—The accounts are published and presented to Parliament.

Lord *Edmund Talbot.*

1742. With regard to these children who are sent to these orphanages, are they classified according to religious persuasion?—For the Catholic children we have certain schools selected in England and Ireland.

1743. On the same system as in the case of the Patriotic Fund?—Probably so. The other children go to homes selected by the Admiralty, principally at Portsmouth and Plymouth.

1744. And that works satisfactorily?—Yes.

Mr. *Kearley.*

1745. There are many cases, I suppose, where men die in the service of the Crown, and their widows and children are unrelieved by public generosity?—Yes.

1746. In fact, am I correct in assuming that those who are relieved in this manner are the widows and children of those who lose their lives in some, I might say, sensational disaster?—Whose deaths are attributable to the service in some form.

1747. But I am referring now to public subscriptions that are collected. They are only collected on the occasion of a ship going down, such as the "Victoria"?—That is so.

1748. Are there cases of men in the Navy losing their lives when very little publicity attaches to the disaster, and consequently they are dependent on Greenwich Funds only?—That is so.

1749. Have you any figures to show the number of these men that lose their lives in these ways which are not so public as the "Victoria" and the "Serpent"?—I know the number of widows and children left. I cannot give you the figures of the number of men, because I have not here any record of the men who left no widows or children.

1750. But you have a separate list of widows and children dependent on Greenwich who are not receiving any assistance from public funds?—As far as I know, that is so.

1751. Could you give us those figures?—I cannot give you them at this moment. The "Victoria" and some of the others are receiving assistance from other funds than those of Greenwich Hospital. To take out those not so receiving assistance, I should have to make inquiry.

1752. We may take it that there are a large number of such cases still?—Yes.

1753. I remember, for instance, the "Wasp" was lost?—There were two "Wasps."

Mr. *Kearley*—continued.

1754. And both of them were lost. Was there any public subscription made for the dependent relatives?—I think in both cases; but I am not certain.

1755. Under one of the clauses of the Patriotic Fund Act the children of those that are lost have a claim on the Patriotic Fund. Do you know whether the Admiralty ever applied to the Patriotic Fund to get the children of these men lost in the service of the Crown relieved?—I do not recollect a case in which this has been done.

1756. You make no application yourself?—No.

1757. Under the Patriotic Act of 1867, there is a provision which I will read; it is in Clause 5: "Thirdly, in maintenance education training and advancement of children of other soldiers seamen and marines of Her Majesty's Army and Navy who have lost or hereafter lose their lives in the service of the Crown or by or in consequence of casualties sustained or disease contracted in the service of the Crown." Now, there must be many cases within the knowledge of the Admiralty where children would be eligible under that provision?—I think so.

1758. And the Admiralty does not make a practice of submitting the names to the Patriotic Fund Commissioners?—I have only known that done in the case of the "Victoria;" it was then that the Patriotic Commissioners applied to the Admiralty and suggested that they should have information as to the lists of widows and children and what was done for them by Greenwich Hospital; and they were kept informed from day to day.

1759. I may take it that the Admiralty has no cognisance that there are large sums of money in the hands of the Patriotic Fund Commissioners available for this particular purpose?—They do not take any official notice of it.

1760. Now, as regards these Greenwich pensions that you pay, that is a part of the contract that you make with the men when they join the service, is it not?—The men are told that they have an expectation of getting these pensions, but that the Admiralty reserve entire discretion as to the awarding of them or not.

1761. That applies to all pensions; all pensions are supposed not to be given as matter of right?—The Admiralty make it more emphatic in the case of Greenwich Hospital because, being charitable funds, they like to judge of all the circumstances of the case, and keep the case, as it were, in their own hands.

1762. But you rarely disqualify anyone, properly entitled, from receiving these benefits?—In the case of any man properly entitled, so long as the numbers are not full, we give him an age pension.

1763. I was not referring so much to the age pensions as to the pensions that come to the widows and children?—Every widow that comes within the qualifications gets her pension.

1764. And that is a part of the contract you make with the men on joining; you advertise it on your advertisements?—I hardly like to use the word "contract," because the Admiralty are very

Mr. *Kearley*—continued.

very particular in reserving their discretion as to the award of the pensions; but they are given in every case; they always have been so given.

1765. Now, I understood you last week to say that under ordinary circumstances you administer these Greenwich funds in the case of disaster, on an average, within a month from the time of the disaster?—Yes.

1766. And you consider that the "Victoria" was rather a difficult case to deal with?—It was more difficult than usual.

1767. But you begin to administer it at once where you have sufficient information, I understand?—Yes.

1768. There was in that case no delay; or rather, the whole of the beneficiaries had not to wait for their benefit for two months. You mentioned that it took you two months to get the fund going?—The ship was lost on the 22nd of June, and by the 15th of August following we had paid 57 widows out of the total of 73 at that date known to us; then 10 more were paid by the 31st of August, making 67 out of 73.

1769. You began to administer even sooner than that in some cases?—Yes, by the 31st of July 12 cases had been disposed of.

1770. Within a month or six weeks you began to administer these funds?—Certainly.

1771. Now, did you supply the Patriotic Fund Commission with the information that you had at your disposal without any application on their part, or did they apply to you for the information?—I think the first letter came from them.

1772. Can you tell us when that application was made?—I have not got the date here.

1773. Would it be within a month?—I should think a month.

1774. At all events, you could have supplied the Patriotic Fund Commissioners with information as quickly as you received it yourselves?—Certainly.

1775. I find that the Patriotic Fund Commissioners did write to you on the 29th of June, within a week practically of the vessel going down, asking to be furnished with the names and addresses of the widows and orphans and dependent relatives of those who lost their lives in H.M.S. "Victoria;" and on the 7th of August you supplied them with information. So that the Patriotic Fund Commissioners had ample material by the 7th of August. Now, do you ever make a beneficiary wait for the sum of money to which she may be entitled for a year or two years; do you defer a payment?—Never. I may qualify that by saying that there was one case of a widow who, after her pension had been awarded, obtained an appointment of a public character with a considerable salary; and the Admiralty decided in that case to suspend the further payment of pension so long as she held that public appointment. That is the only case of any kind.

1776. You referred to that last time?—Yes.

1777. Can you give us any idea what the salary of that appointment was?—The appointment was at a salary of 100*l.* a year. There have been several cases under consideration where women have been employed in the dock-

Mr. *Kearley*—continued.

yard, and so on, but we have never withheld the pension from them. It was only where the salary was so considerable as 100*l.* a year that we suspended the pension so long as the appointment was held.

1778. You have always decided not to interfere with the pension except where the salary was very large?—Yes; and in that case we continued to pay for the three children.

1779. In spite of the fact that the woman was receiving 100*l.* a year, you continued to pay the pension for the children?—Certainly.

1780. And in a case where women are taken to the ropery and the colour shop you continue to pay the pension, notwithstanding that they are receiving 12*s.* to 14*s.* a week?—Certainly.

1781. You never defer a pension because a woman happens to have 50*l.* in hand?—Never.

1782. Now, with regard to the morals of those who receive pensions; I presume you make some sort of inquiry into the conduct of the women entitled to receive a pension?—No pension is given without some inquiry as to the character of the woman. Those inquiries are made in a confidential manner, and I am glad to be able to say that, of the very numerous cases which have been investigated on behalf of Greenwich Hospital, it is only in the very rarest instances that we have found that the women have been unworthy of assistance. They have been in nearly every case highly respectable.

Commander *Bethell.*

1783. Is there a thorough inquiry?—Thorough inquiry; through the police generally.

Mr. *Kearley.*

1784. Do you continue to prosecute these inquiries from time to time, or having once satisfied yourselves that the woman is respectable, do you continue to give the pension without further inquiry?—Without further inquiry unless some information affecting her character is volunteered by some party, in which case we are bound to look into it.

1785. But you do not keep up a system of espionage?—Certainly not.

1786. Is the Greenwich pension to widows continuable on re-marriage?—No, it is suspended on re-marriage. If the woman should again become a widow she resumes her pension.

1787. That is a fixed condition, is it?—A fixed rule.

1788. Would these children continue to receive a pension notwithstanding the fact that the mother had been re-married again?—Yes, they would.

1789. No forfeiture takes place on that occasion?—None at all.

1790. Then, in addition to these pensions you make, I think, what you call compassionate allowances?—Not to the widows.

1791. What do you estimate the expenses of the management of the Greenwich Fund to be?—Two per cent. of the income.

1792. Do you think that you could administer additional funds on the same ratio of expense?—I think additional funds, assuming they are small funds, would probably cost rather more, perhaps

 2½ per

Mr. Kearley—continued.

2½ per cent., because we should have to keep separate books and accounts all separate, and so on; but I should imagine that 2½ per cent. would cover any charge.

1793. You think that would fully cover it?—I should think so.

1794. Now, you seemed to have some hesitation about accepting the idea that the Admiralty would be an advantageous body to administer these various naval funds, some in the hands of the Patriotic Fund Commissioners, and one in the hands of the Naval Exhibition Fund; but is not your objection mainly, because you fear that in future disasters the Admiralty would not be a proper body to make public appeals?—That is one reason.

1795. Might I ask whether that is your most serious objection?—No, I think not. I think the most serious objection is the objection of the service itself to the Admiralty having the control; the men might assume that some saving of Naval Funds would arise, or some saving of Greenwich Hospital Funds would arise, that the subscribed funds would be brought in aid; and therefore that the men would not gain so much as if these funds were in the hands of an independent body. Moreover I think the public would not be so willing to subscribe.

1796. But the cost of management would be reduced; that would be an advantage to the funds?—Undoubtedly.

1797. An amalgamation of all these funds and their being administered by the Admiralty would be advantageous to the funds?—Certainly.

1798. And consequently beneficial to the beneficiaries?—Certainly.

1799. Has any application ever been made to the Admiralty to allow the Patriotic Commissioners to administer the Greenwich Funds?—Not since I have had anything to do with it; but I have understood that there was a proposal of that sort.

1800. There is a tradition of that nature at the Admiralty?—Yes.

1801. That the Patriotic Fund Commissioners thought they would be a more efficient body to administer the Greenwich Fund than the Admiralty itself?—There is a tradition to that effect.

1302. Could it be verified?—I think it is possible.

1803. I think there has been a correspondence on that subject between the Admiralty and the Patriotic Fund Commissioners?—It is quite possible.

1804. And was that advance favourably considered?—I think not.

1805. You are expending your income almost up to the hilt, are you not?—Almost; in the current year we anticipate perhaps a larger surplus than we have had for some years; it may be about 3,000*l.*, but looking to the liabilities of the future we ought perhaps to accumulate at a greater rate than that.

1806. In spite of that, you are not building up a strong reserve?—No.

1807. You prefer to administer?—The claims are very pressing, and we do the best we can in re-investing funds. There are certain pensions which will fall in and leave no successors, and there are certain ground rents at Greenwich which will bring in some improved income later on; so the Admiralty hope they may be able to get on without greatly curtailing the present advantages.

Mr. *Kearley*—continued.

1808. With regard to overlapping, I suppose the Admiralty knows pretty well what pensions naval widows are receiving from all sources; they have some idea of that?—I do not think so.

1809. You would not be able to express an opinion as to whether there are cases there of overlapping; where, for instance, a widow is in receipt of a considerable sum of money, something larger, indeed, than her husband would have been receiving had he been alive?—I have no information about other outside funds; we do not get any communication from them, and do not know what they are doing.

1810. You have no experience of overlapping?—None.

1811. You do not suggest that there is much overlapping?—No; I do not suggest it.

Commander *Bethell.*

1812. I understood you to say just now that there might be overlapping in the case of the Patriotic Fund, but not in the case of the Exhibition Fund?—With regard to the Exhibition Fund, I can answer for it, but for the Patriotic Fund I cannot answer except in the case of the "Victoria"; I know that there was communication for the purposes of that fund between the Patriotic Fund Commissioners and Greenwich Hospital.

Mr. *Kearley.*

1813. The benefits derivable from Greenwich are well known amongst the seamen, are they not?—Yes.

1814. Every man looks forward to his augmentation of his naval pension by his age pension?—Yes.

Mr. *Luttrell.*

1815. I should like to ask about the frequency with which you pay pensioners; do you pay monthly or quarterly?—All the pensions from Greenwich Hospital to widows are paid monthly, not quarterly.

1816. Under the Patriotic Fund they are paid quarterly?—I understand that in the Patriotic Fund they pay quarterly.

1817. Do you find that it is more satisfactory to pay monthly?—I think it is very much more satisfactory from the point of view of the widows themselves. I have inquired a great deal into that, and I have had communications from persons interested in the families of the women and who know their habits, and they are unanimously of opinion that monthly payments are of a very great advantage.

1818. Why?—The women to whom these payments are made are not accustomed to the management of money, and the result of paying them quarterly is that in many cases where the money is paid at the beginning of the quarter, they are reduced to great misery before the end of it.

1819. So that in your opinion it is very preferable to pay the pension monthly rather than quarterly?—I am strongly of that opinion.

I may

Mr. *Luttrell*—continued.

I may say that only last month a letter was received at the Admiralty from the clerk of the guardians at Southampton, which has a bearing in this subject; it refers, however, to a man, not to a woman. It says, "The experience the guardians have had in the cases of the payment of pensions quarterly is that this occasions improvidence on the part of the pensioners, as they too often spend the whole amounts at once, and then become chargeable to the parish. If the authorities could see their way to revert to the previous custom of monthly payments of these pensions, the guardians believe that it would be conducive to the best interests of the pensioners." Pensions to men, whether from Naval funds or from Greenwich Hospital, are now paid quarterly.

1820. Does it very largely increase the work of the clerical staff to make monthly payments?—It gives a considerable amount of additional work.

1821. But in your opinion it is well worth the extra labour?—Certainly.

1822. By what process do you pay?—All payments are made through money orders in the Post Office; and of course the work of the Post Office is increased by monthly payments being made instead of quarterly.

Commander *Bethell.*

1823. At Question 1664, last time you told us that there was provision made in the estimate for a sum of 22,000*l.* for special pensions. Those special pensions I understand may be given before the age of 55?—Yes.

1824. Is the whole of that sum always taken up; are there applications to meet the requirements of which 22,000*l.* would be needed?—As near as may be. As a rule the Admiralty try to be on the safe side in spending money; not to exceed the amount in the estimate, because there is no sufficient margin to meet excesses.

1825. In this sort of thing you would have applications from persons in this condition which might vary considerably; some years you might not have many applications, and some years you might have considerably over the 22,000*l.* Taking that as a test with regard to the applications that come to you, would the 22,000*l.* about meet their requirements?—It meets all the pressing cases. The Accountant General forwards every month a statement showing what money remains to be spent, and how the money is going so as to keep the expenditure even with the estimates.

1826. There chanced to be a case under my notice the other day, and the procedure was there to apply to the Admiralty?—Officially all letters are addressed to the Secretary of the Admiralty. He is the corresponding official.

1827. He is the corresponding official?—He is the corresponding official for all communications.

1828. About the schools to which these 100 boys and 200 girls were sent, the reason was, I suppose, in the case of the boys, that there was not room in the Greenwich Hospital School for them?—No, the 100 boys are either too young to go to Greenwich School or physically unfit.

Mr. *Luttrell.*

1829. I would like to continue my questions as to the method of payment; have you any special terms with the Post Office for making use of their services?—The Post Office does the Admiralty work gratuitously; makes no charge against the Admiralty funds.

1830. Then I should like to ask you a question on another point, as to moral character. You stated just now that it was very rare to find an applicant who was not respectable?—Yes.

1831. Now, I should like to ask how you obtain the information as to respectability?—There is a certain form sent to the widows, and among other questions is one asking for a reference either to a clergyman or anyone she chooses. If she names a clergyman or a person in the district and we have not got any convenient way of consulting the police in that district, we apply to that person for her character; but it is her own nominee.

1832. You do not apply to the parson because he is a parson, but because he is named by the applicant?—That is so.

1833. And you would not go to the parson rather than anyone else in the parish?—No.

1834. Have you any code of rules, any hard and fast laws, by which you feel yourselves bound?—There is a scale of pensions.

1835. But I am now on the character of the applicant?—No; merely that the inquiries are generally made through the dockyard police, who are a branch of the Metropolitan Police, and they simply report what they find out.

1836. But do you send them a list of questions?—No; we simply send to the superintendent of the dockyard to request the police to make investigation as to whether the person referred to is worthy of the public bounty.

1837. In fact you get a general character from the police?—Yes.

1838. If anyone is named specially you apply to that person named?—If the police were not available just there.

1839. Do you make a separate inquiry as to the character, or do you await some report as to character; do you take it for granted that the applicant is of a good character, unless you hear something bad against the applicant?—No. We ask her in the form sent up, "to give the name and address of some minister of religion, or other person of position, to whom reference may be made respecting your circumstances." Those are the words.

1840. You put in the words "minister of religion"?—Yes, or "other person."

Mr. *Kearley.*

1841. That in every case?—In every case.

1842. Do you necessarily take up the reference?—No, we do not necessarily take up the reference; if we have the police available we should prefer to employ them.

1843. Although in your form which is filled up by the applicant you ask for references you do not necessarily take up; in fact, you make a practice of not taking up these references unless you hear something detrimental to the applicant?—We never take up these references at all if we find

Mr. *Kearley*—continued.

find that we can make the inquiry through the police conveniently.

1844. Do you make inquiries in every case through the police?—In nearly every case.

Mr. *Luttrell.*

1845. Then you are not bound by any code of rules, I take it?—Not at all.

1846. Then there is a difference between your plan and the plan of the Patriotic Fund Commissioners; you do not find it necessary to have any rules, and you think your plan a good one?—I think so; it has worked satisfactorily.

Chairman.

1847. Has it ever occurred to you that the withholding of a pension may lead a woman to follow a disreputable life?—We never withhold a pension unless she is already leading a disreputable life.

1848. And I gather that the inquiry is made in the first instance to satisfy you of the general good character of the applicant, but that it rests there for the whole period of your relation to her unless some information comes to you which causes you to make further inquiries?—Yes, that is so.

Mr. *Kearley.*

1849. The Admiralty, I think I am justified in saying, use these disqualifying conditions with leniency; I have in my mind a case of a man who was in prison and he lost his pension, and on his liberation the Admiralty restored the pension; that sort of leniency is frequently shown, is it not?—I have nothing to do with those pensions to men referred to now; but I can answer for the Greenwich Hospital pension that unless it is quite clear that the woman is undeserving, we should never think of withholding the pension.

Mr. *Seale-Hayne.*

1850. It is the practice, is it not, that when a special pension is granted, and the man becomes entitled to an age pension, there is a limit of the maximum that may be received, and the special pension occasionally ceases?—That is so.

Commander *Bethell.*

1851. You were asked just now by Mr. Kearley whether you were bound to give these pensions, whether it was part of the contract; and Mr. Kearley in his question asked if it was not the case that all persons were subject to the goodwill of the Admiralty. But, surely, it is the case that you are bound to give all pensions to men of a certain character if they have served their time, are you not?—The Admiralty have never admitted that in the case of Greenwich Hospital.

1852. I was going to say are not the Admiralty, in respect of naval pensions, bound to give the pensions?—I am afraid that the Treasury never admit that they are bound to give a pension. In a strict sense, I can hardly say that they are bound; but a man gets his pension as a matter of course if the regulations are complied with.

1853. But that is not the case at Greenwich?—Practically it really is, but the Admiralty have always insisted on keeping some control over it.

Commander *Bethell*—continued.

1854. Then your own only reservation is a sort of academical one?—It amounts to that in practice, but the Admiralty have very strong words in the notices in the Navy List, saying that these Greenwich pensions are given entirely at their discretion; and that question was fully argued before the Committee of the House of Commons in 1892.

1855. In the case of Naval pensions, provided the man is of a certain character, I think the pension is practically bound to follow?—Practically so.

1856. Do you consider the character apart from the certificate?—Certainly.

1857. Do you estimate your result by the number of "good" and "very good," and "exemplary" that appear?—Yes; a man's total character must not be less than "good," otherwise he cannot have the benefits of Greenwich Hospital.

1858. Does "Good" qualify for the highest pension?—Yes.

1859. And if it is "exemplary," what then?—It gives him nothing additional.

Mr. *Kearley.*

1860. "Very good" is the highest qualification you get?—Yes.

Chairman.

1861. In regard to dependent relatives do you make the same inquiry as to character and exercise the same supervision as in the case of widows?—The gratuities given to dependent relatives are really administered, not by the Greenwich Hospital Department, but by the Civil Department of the Admiralty. The case is sent to Greenwich Hospital for any remarks, and Greenwich Hospital finds money to pay them, but the actual administration and inquiries are conducted by the Civil Branch of the Admiralty.

1862. But the same principles of inquiry and distribution are applied?—I think not quite so strict in the case of mothers and dependents. When once letters are produced showing that the son has contributed, for instance, to the support of his mother and there is no doubt about it, I think there is no longer any question about giving a gratuity. The Admiralty only make inquiries into character in cases where they find there is something suspicious.

1863. Is there any limitation as to the nature of the relationship of the dependent relatives?—There is no rule laid down on that point.

1864. But generally speaking is it fathers and mothers?—Generally it would be a father, mother, or sister.

1865. You have told the Committee that by the mere circumstance of your being on the committee of the Royal Naval Fund you are able to guard against the danger of overlapping between Greenwich Hospital and the Royal Naval Fund?—Yes.

1866. Do you happen to know anything about the "Serpent" Fund administered by the Soldiers and Sailors' Families Association?—No, I do not.

1867. Or the "Royal Adelaide" Naval Fund?—No.

1868. But

Chairman—continued.

1868. But you are aware that those funds are referred to in a letter by Lord Spencer, written from the Admiralty on the 22nd of July 1893, and spoken of by him as fit subjects for inquiry in connection with the Patriotic Fund?—Yes.

1869. Is there anything that you would like to say with regard to your own experience of the Royal Naval Fund (we shall have an authoritative witness after you); but is there anything from the point of view of the Greenwich Hospital Fund that you would like to say to us?—I should like to say that the fact that Greenwich Hospital is represented on the committee of the Royal Naval Fund, and that the Assistant Secretary of the Admiralty also is a member of the committee, insures against the danger of overlapping, and the committee of the fund are kept fully informed of everything that the Admiralty has done for the applicants that come before them. The committee are, therefore, in a very good position to deal with their funds and prevent any overlapping.

Chairman—continued.

1870. But you have no touch at all with the "Serpent" Fund?—None at all.

1871. Nor have you personally any knowledge of the administration of the Patriotic Fund?—None.

Mr. *Kearley.*

1872. Do you ever apply to Lloyd's Patriotic Fund for assistance?—I have referred cases there with regard to getting children into Greenwich Hospital School. Lloyd's Patriotic Fund have certain nominations to that school in consideration of a large donation which was given many years ago; so that when a case happens that appears to be deserving, and that does not come within the rules of Greenwich Hospital, I have referred it to Lloyd's Patriotic Fund, and the child has been got in in that way through their nomination.

Colonel JAMES GILDEA, called in; and Examined.

Chairman.

1873. YOU are Chairman and Treasurer of the Soldiers and Sailors' Families Association?—I am.

1874. But you have also had experience in regard to the administration of a number of other funds, the objects of which come within the terms of the reference to this Committee?—Yes, I have.

1875. Perhaps we might more conveniently dispose of those that have accomplished the end for which they were subscribed?—The Zulu War Fund was the first I was connected with, and the balance was handed over to the Patriotic Fund Commission the same year; I think it was in 1879.

1876. For how long was that administered independently?—Only for about two or three months, quite temporarily.

1877. And you have had no responsibility for it since then?—No.

1878. Can you tell us anything about the Afghan War Fund?—That was raised by a similar appeal which I had made for the Zulu War, and raised 4,000*l.*

1879. What was the particular object for which the appeal was made?—To relieve the widows and orphans of those who were killed during the Afghan War of 1880. At the same time, I received personally from the Indian Patriotic Fund and the Bombay Military Relief Fund 7,000*l.*, which I was asked to administer to the widows and orphans and dependent relatives on this side, of those who were killed in the same war.

1880. Had you any responsibility for originating these funds?—Yes, I had in the case of both the Zulu War Fund and the Afghan Fund. They were started originally by an appeal from me to the "Times" newspaper and the London newspapers generally.

1881. Had you any responsibility in originating the Bombay Military Relief Fund?—No, nor the Indian Patriotic Fund.

Chairman—continued.

1882. Both of those originated in India?—Yes.

1883. And after being dealt with by committees in India, the balance was handed over to you?—No, that was not quite so. They sent me 7,000*l.* to distribute on this side and to account for; they distributed a very large sum of money in India themselves; they sent me personally this 7,000*l.* to distribute on this side on their account.

1884. As their representative?—Yes.

1885. And then I think you have told us that the Afghan War Fund completed its purpose and is now extinct?—Yes.

1886. What is the position of the Bombay Military Relief Fund?—That is extinct, too. In the case of both of those funds, I simply distributed the amounts sent, and sent the accounts and receipts back to India, accounting for the sums sent to me.

1887. In regard to those you acted as their agent?—Exactly.

1888. In meeting the cases of those who had families resident in England?—Yes.

1889. Now will you tell us something about the Indian Patriotic Fund?—The Indian Patriotic Fund is one of the funds I have already referred to.

1890. But that is not extinct yet?—No, that is in existence; I know nothing whatever about the Indian Patriotic Fund more than that I received money from the fund during the late Afghan War to distribute.

1891. And how are the funds disposed of now?—If they have any funds they are in India.

1892. You are not able to give the Committee any evidence in regard to that?—No.

1893. Can you tell us anything about a fund known as "Lady Roberts'" Fund?—Yes; I was the treasurer on this side for receiving subscriptions for Lady Roberts' homes in the hills; and similarly I have handed over whatever subscrip-

Chairman—continued.

tions I have received to Lady Roberts when in India.

1894. Then, so far as your function there was concerned, your function was obtaining funds to be expended in India?—Nothing more.

1895. With reference to the Soldiers and Sailors' Families' Association, would you like to say how far you regard your relations with the Patriotic Fund Commissioners as friendly or otherwise?—Not at all unfriendly. I think there is room for both the Patriotic Fund Commission and the Soldiers and Sailors' Families' Association. We work very much on different lines.

1896. You admit that the Patriotic Fund Commission is capable of work for which your Association is unequal?—Exactly.

1897. And do you claim to have local organisations covering the whole country, such as the Patriotic Fund Commissioners do not possess?—We do.

1898. And that those local organisations enable you to administer funds confided to you in an exceptionally advantageous way?—Yes.

1899. Please tell us as concisely as you can the general history and motives of your Association; when did it originate?—I shall be glad to be excused as far as possible from going actually into the initiation of the Association, as it is somewhat of a personal matter.

1900. Do you mean to say it originated in your own mind?—Yes.

1901. We may have the story, though it may incidentally reflect honour on yourself?—It really came about in this way: In 1885, during the Egyptian campaign, I made a similar appeal to that which I had done on previous occasions on behalf of the wives and families only, understanding at that time that the Patriotic Fund Commission would be able to look after the widows and orphans in consequence of, as I understood, the Soldiers' Effects Fund having been handed over to them one or two years previously. The original appeal was enlarged very shortly after, to include the widows and orphans, on our finding that the Patriotic Fund Commission was very much limited, and that they were not likely under any circumstances, as far as we could learn, to help those not on the strength. Shortly after the fund was started (it was similar to the previous fund, simply a war fund), I was told by several ladies of distinction that they would like to join and help in this work.

1902. May I take it that while the object of the Patriotic Fund Commissioners in the administration of their various funds was chiefly to have regard to the widows and children of men who had lost their lives in the service of their country, your attention was chiefly devoted to the care of families during the time that a soldier was actually in the field, or on service?—No, not exactly.

1903. But is it not your first rule that "the Association is formed for the purpose of aiding the wives and families of men of all branches of the Land and Sea Forces"?—Not only while they are in the field, or on active service, but at all times. Then, again, as far as the widows are in question, there are very many cases to which

Chairman—continued.

the Patriotic Fund Commission, under present circumstances, do not give any help whatever.

1904. Shall we leave the widows for a moment, and let me ask you, particularly, what you do for the families of soldiers actually during their lifetime, during their term of service. Your aid is generally of a temporary and immediate character?—Entirely temporary. We do not give pensions or annuities under any circumstances. We make temporary money grants, such as expense of doctor, nurse, death in the family, funerals, conveyance to hospital or home, hospital charges, nourishing food, payment of rent, of school fees, purchase or hire of sewing machine or mangle; and in many cases when a regiment is moved from one part of the kingdom to another, from say the North of England to the South of England, from England to Ireland, and so forth, we send the women who are not on the strength with their husbands. If I might be permitted I should like to hand in a table that roughly gives the objects we have in view (*the Witness handed in a Table*).

1905. Do you confine your assistance to the families of men below the rank of officers?—Yes, entirely.

1906. Do you obtain the co-operation of the naval and military officers?—Yes, most cordially.

1907. What kind of assistance do you receive from them?—We receive their moral support, which is the best thing that we can get.

1908. But to what extent do you obtain the co-operation of officers in giving aid to widows and children of officers themselves?—We have a very small branch attached to the Association (it is very small indeed) by which we give temporary help to officers' widows and children under some special circumstances.

1909. But that is in a sense apart from the general work of the Association?—It is quite separate.

1910. Now, in the Report of which you have furnished copies to the Committee, you show that the whole of the United Kingdom is divided into districts, and you have local committees established in those?—Yes.

1911. What duties devolve on those local committees?—That is stated in the rules at the end of the Report, just before the Appendix; if you turn to page 520 you will find them enumerated.

1912. It is the duty of those committees to obtain funds?—Yes.

1913. How far is the expenditure of those funds confided to the local committees?—Entirely.

1914. Under what kind of surveillance or control from the central committee?—That at the end of each year they have to make a return (you will see the forms on pages xviii, xix, xx, xxi, xxii, and xxiii of the Appendix) showing the amounts they have received, the amounts they have expended, and the cases they have relieved.

1915. Well, you also have presented us with, and I suppose you invite a criticism of, a statement of accounts?—Yes.

1916. I find on page 26 the accounts for the year 1894; you received in donations and subscriptions 1,345*l.*, and annual subscriptions from members

Chairman—continued.

members of the Association 907*l.*; taking that, with the balance in the hands of the different committees, you show on one side 6,918*l.* 16*s.* 0½*d.*, of which amount you appear to have expended 1,115*l.* 12*s.* 0½*d.*?—In the counties.

1917. But is there other expenditure than that which is made in the counties?—If you look at the balance sheet of the Association you will find it on page 13.

1918. Perhaps you will tell us this: am I right in saying that your income there from annual subscriptions, contributions, and dividends amounted to 1,457*l.*?—Yes; that is so.

1919. What was the amount expended in grants from the fund?—From London 148*l.* May I say that if you put the balance sheet of the Association accounts on page 13 side by side with the summary of receipts and expenditure which I show on page 26, which represents the working of the Association throughout the kingdom, you will have the exact position of the Association. Page 13 is the balance sheet of the council in London; the summary, on page 26, of the receipts and expenditure throughout the kingdom.

1920. Then may we take it according to the first one that you expended about 10 per cent. of your income in grants from the central fund?—Yes.

1921. That you spent 192*l.* in printing reports and circulars, and that you invested nearly two-thirds of the receipts?—As far as this balance sheet goes.

1922. As far as the general fund goes?—Yes, as far as the general fund.

1923. Then evidently it is not your policy to expend from time to time the funds as they come into your hands?—We have no limit as to our grants; whenever we get *bonâ fide* cases we relieve them.

1924. And you accumulate the amounts for which there is no sufficient demand at the moment?—Certainly. But may I say, with reference to that, that we accumulate it simply because we have no outlay in expenses. It is a voluntary work; there are no expenses of offices, or secretaries, or anything else.

1925. I was going to call attention to that fact, that I see nothing in the statement of accounts for secretarial work, office charges, or anything of that kind?—No, the charge here, 192*l.* 5*s.* 10*d.*, which appears large on the face of it, is a charge for that which is the keynote of the whole Association, the Report itself, and without which we cannot work.

1926. May I ask you to explain how the official work of preparing such a report is done, how the district associations are kept in relation to the central body; that must involve expense and labour?—This Report involves a considerable amount of labour.

1927. Is that a work which you voluntarily undertake yourself?—I do.

1928. As a labour of love and without remuneration?—Yes.

1929. What was the amount of the funds in hand altogether at the end of the year 1894?—The balance at bankers in London was 332*l.* 3*s.* 8*d.*,

Chairman—continued.

and the balance in hand of counties and divisions was 4,937*l.* 0*s.* 3½*d.*

1930. And any other fund?—And the investments.

1931. The investments amounting to what?—Roughly, about 20,000*l.*

Lord *Edmund Talbot.*

1932. What page are you referring to?—Page 13.

Chairman.

1933. Where do you show the gross accumulated funds?—At the bottom of page 13. This represents the investments, amounting to about 20,000*l.*

1934. Then your resources appear to be large, and adequate for a large amount of work?—Yes, they are.

1935. But are we to understand from you, that with all these various forms of benevolent activity, you find the demands upon you so much smaller than the annual income available?—No, you may not take it in that way, because our last object is giving money. Our first object is self-help.

1936. And I think you desire us to understand that you desire rather to avoid the formality of a public fund, and to convey to those whom you are benefiting a feeling of kindness and sympathy, and personal interest in their welfare?—Exactly.

1937. And that you are able to do this through the agency of the good people whom you place upon the different district committees?—Yes.

1938. Then you say that you avoid as far as possible giving bonuses, money subventions, and that you pursue rather the practice of encouraging them to practise self-reliance and self-help?—Yes.

1939. And you have told us in what various forms of agency you do it. Is there anything further that you would like to say in regard to the general work of the Association?—I should like to say this: that you have overlooked in some sense a new work that we started about three years ago, and that is what is described as the "Nursing Branch." It affects rather the question of outlay.

1940. I will ask the question in this form: whether there is any other branch of your work to which you would desire to call attention?—Yes, the Nursing Branch that we established about three years ago with the approval of the general officers at several stations, and the medical profession. District nurses to look after the wives and families of soldiers and sailors at these stations; not to undertake midwifery, but to do everything short of that.

1941. In what part of the report does that appear?—You will find it at page 36. The rules as to the duties of district nurses are on page 39 and on page 40; the Report of the Curragh Camp Branch begins. We have at present six nurses established, who cost us not less than 500*l.* per annum; so that you may add that figure, strictly speaking, to our grants or outlay during the year. Last year I made a special appeal and got some few donations, a list of which you will find on pages 36 and 37, through which we

Chairman—continued.

were able to meet the expenses of these nurses; but that of course was only a spasmodic effort and will die away; so that these nurses will now fall on our general fund.

1942. Your work chiefly lies, I imagine, at places like Aldershot and the Curragh?—All over the country. Of course the greater part of the work is done at Aldershot, the Curragh, Devonport, Plymouth, Chatham and Dover, and large garrison towns.

1943. Have you found that you have received the co-operation of general officers?—Yes, almost universally.

1944. I see that you refer particularly to the co-operation you have received from Lord and Lady Wolseley?—Yes, and Lord Roberts, Lady Roberts, Sir Evelyn Wood, the present Adjutant General, Military Secretary, and many others. In fact, if you will refer to pages xxviii, xxix, and xxx of the Appendix, you will see the officers of both services who have been glad to speak in support of the work at our annual meetings.

1945. Do your presidents and vice-presidents and the members of the council generally include such distinguished personages as those you refer to?—Yes. I may say that every member of the Royal Family takes a personal interest in this work, and that they act personally in their own counties.

1946. The Queen is patron?—Yes.

1947. And the Princess of Wales is president?—The Princess of Wales is president.

1948. Is there anything in regard to your home-work further that you would like to call attention to?—I do not think so.

1949. Have you branches at foreign stations?—Yes, there is a very large branch in India, and I have just established a branch at Malta, the Cape of Good Hope, Natal, and I hope soon to establish one at Gibraltar.

1950. Now when troops are ordered abroad, leaving their families behind, what is your particular function?—The officer commanding the regiment, or his wife, generally communicates with our local office-bearers through this Report, and reports the advent of these women who are left behind to their different homes. In many cases, such as Aldershot, they insist now, since this Association was started, on the women, instead of remaining behind, being sent away from Aldershot and different places to their homes. We pay their expenses.

1951. To where?—To their homes; we pay their expenses to their home, and they then come under the local management of the office-bearers at their different homes.

1952. We have heard evidence with reference to the very admirable working of a system by which seamen are able to allot out of their earnings an amount for the support of their families which is paid to them through the Admiralty; do you know anything of the working of that system specially with regard to the families of seamen?—No more than that I am cognisant of it.

1953. How do you find the families of soldiers similarly situated provided for?—They are in a very different position.

1954. Not assisted to the same extent?—

Chairman—continued.

Soldiers as a rule make no provision whatever for their wives.

1955. And there is no arrangement at the War Office similar to that which exists at the Admiralty for acting as intermediary?—None whatever. Since the establishment of this Association, I have unearthed a War Office rule, which you will see on page 518, Clause 23.

Commander *Bethell.*

1956. Do soldiers never allot?—No, they never allot a halfpenny.

Chairman.

1957. But it is a common practice, is it not, for soldiers to remit by the post office from stations in which they are placed, to their families?—Not from India.

1958. Do you mean that the families, as a rule, of a regiment ordered to India are left entirely dependent upon their own resources?—Yes.

1959. How do you act in such a case?—If necessary, we support the women.

1960. I ought to have asked you whether, with regard to soldiers, for instance, in Egypt or the Mediterranean, it is not a common practice for them to remit to their families by post office order?—Yes, that is so.

1961. But, so far as you are aware, that is done quite independently by themselves without any assistance of an official kind?—Yes.

1962. You were about to call attention to something on page 518?—Yes. When I drew up these rules 10 years ago I found that this rule existed at the War Office; but, as a matter of fact, I find that it does not work very well for the following reason——

1963. Perhaps you will recite the rule first?—"The maximum amount which the Secretary of State for War has power to order to be stopped from any pay is 6*d.* per day from a non-commissioned officer not below the rank of sergeant, and 3*d.* per day from any other soldier below that rank." It does not work very well simply from the fact that the soldier can only be put under stoppage on the application of his wife, and she will not do it.

1964. But if the wife stated her case to the War Office, and asked for a stoppage, it would be within the power of the Secretary of State to make that deduction from his pay?—It is constantly done; there is power to do it. The officer commanding the regiment puts the man under a stoppage and remits the amount.

1965. What is the maximum amount which may be so deducted?—Sixpence a day from a non-commissioned officer not below the rank of sergeant; 3*d.* a day from any other soldier below that rank; that is all they can stop.

1966. And that, you say, within your own knowledge, is only done in a small number of cases?—We cannot make them do it, simply because they know, when their husband comes back, if they put him under stoppage, they will hear something more about it!

Commander *Bethell.*

1967. May a soldier apply to his commanding officer and ask that a stoppage may be made for his wife?—Yes.

Chairman.

1968. Do you know any case in which that is done?—No. I know cases in which soldiers send home remittances voluntarily, but not from India, because they find the expense of remittance from India so great.

1969. The question that Commander Bethell asked is, supposing a man voluntarily instructs his commanding officer to make a stoppage from his pay to send to his family at home, can it be done?—Yes.

1970. As a matter of fact, is it done?—It is done; but it is never done before a regiment embarks on foreign service.

1971. Can a man do it in India without expense?—No, he cannot.

1972. How would he incur expense?—In the transmission of the sum; he would have to send it by a postal order of some description.

1973. There is some little misunderstanding, I am afraid; I asked whether a soldier could not transmit this without expense; you say, "No, he must send it by postal order." What I meant to imply was that the soldier might apply to his commanding officer to correspond with the War Office, and the War Office, instead of transmitting the soldier's pay, would keep back a certain amount for the use of the family in England?—But the soldier's pay is not got for him in England.

1974. But, as a matter of fact, in the main (and we are endeavouring to arrive at a proper estimate of your work), when a soldier is on foreign service and active work the family are left in circumstances which call very much for your benevolent activity?—Yes.

1975. And you have told the Committee that you accept that responsibility, and that you do what you can primarily to enable women to earn their own livelihood?—Yes.

1976. Now you tell us also that in the case of the death of a soldier you show an interest in the welfare of the widow and children?—Yes.

1977. What particular form do your activities take in regard to them?—Wherever a widow is not entitled to receive any pension or benefit from any fund, the local organisation of the division in which she resides helps her to make a start in life, either, if she is a needlewoman, by buying her a sewing machine; if she is a washerwoman by setting her up with a mangle; or by finding her work and employment in some shape or form.

1978. But although I think you have told us that you avoid as far as possible giving your aid in the form of money grant, you do help a woman over temporary difficulties sometimes by monetary assistance?—Yes.

1979. And you find large demands upon you in regard to that kind of work?—Yes.

1980. But, still, the funds at your disposal are so ample that you are enabled to add to your capital year by year, and to accumulate a substantial fund capable of meeting any great emergency?—I will not go so far as to say capable of meeting any great emergency, because if a war were to break out to-morrow we should want very much larger funds than we have even laid by.

1981. In that case I suppose you would feel yourselves competent to make an appeal for further assistance?—Most certainly.

Chairman—continued.

1982. Even although Parliament has determined by the Act of 1886 that it was the duty of the Commissioners of the Patriotic Fund to accept the responsibility of appealing to such funds?—I was not aware of that. At the same time I will say that we should appeal to our local organisations and raise what funds we wanted.

1983. Now will you tell us something about the "Serpent" Fund which is administered by your Association; where shall I find that?—That (*producing a Report entitled* "The Soldiers and Sailors' Families Association, The Serpent Fund, 1891") is the only report that has ever been printed of the "Serpent."

1984. H.M.S. "Serpent" was lost on the 10th of November 1890 off the coast of Spain?—Yes.

1985. Where was the fund opened?—At Devonport and Plymouth and at the Mansion House.

1986. How did it come to be handed over to you for administration?—Because we raised the fund.

1987. Did your Association contribute in the first instance?—We headed the list with 500*l.*

1988. On what date did you make that contribution?—I think it was four or five days after the news came that the ship had gone down that we started the funds with 500*l.*

1989. I suppose that payment was authorised by the council of the Association?—I took upon myself at the meeting at which the Duke of Edinburgh presided at Devonport to say that, subject to the approval of the council, we should give that grant.

1990. You felt, I take it, that you had sufficient authority under the articles of the Association to take that step?—Yes.

1991. What was the amount subscribed?—13,639*l.* 17*s.* 9*d.*

1992. Did you regard that sum as being sufficient to enable you to make grants and permanent pensions of the same character as was given by the Patriotic Fund Commissioners?—We did not.

1993. Did you regard your work in connection with that as in relation to the other Departments of your activity as being of a temporary character?—No, we did not.

1994. For how many years did you make grants to the widows?—Eight years.

1995. How are the funds invested?—They are invested with the English and Scottish Law Life Assurance Company.

1996. Do they take any part in the distribution of the relief?—None whatever. We invested 10,800*l.* of that 13,000*l.* odd with the English and Scottish Law Life Assurance Company, who undertook to guarantee compound interest at 3 per cent. on all moneys remaining in their hands after the withdrawal of the quarterly payments, producing an equivalent endowment of 17,330*l.*

1997. What are the terms of your agreement with the company you have named, generally?—I cannot tell you exactly what the terms are, except that they pay quarterly this amount to our bank.

Chairman—continued.

1998. They pay over the interest?—They pay over the interest. You will find it there (*pointing to the page*).

1999. As a matter of fact, the statement you put in only brings up the account to the 22nd of June 1891?—That is so; the balance sheets appear annually in our annual report. You will find the last balance sheet on page xxxii of the Appendix. (Report 1894.)

2000. I was going to ask you what is the capital amount at the present time?—If you take the year in the table that I have drawn up, you will see what ought to be the capital amount at the present time; the fund has been running three and a-half years, and of that we have spent annually about 1,200*l.* a year; 1,223*l.* is the last amount.

2001. The capital amount is how much, do you say?—£17,000.

2002. And that yields an annual income of what?—The assurance company pay annually about 1,280*l.*

2003. How many beneficiaries are there upon that fund?—We have 66 widows and 78 children.

2004. Are the number of widows diminishing?—None have died; 16 have married again, but that does not exclude them from the fund.

2005. You continue the grants to the widows upon re-marriage?—Yes.

2006. Do you find that the fact of their being in receipt of this income is a recommendation to them; that they are more liable to marry than otherwise?—I do not say that; I think 16 is a very small proportion in four years.

2007. But you are aware that that is understood to be the experience of the Patriotic Fund Commissioners?—Yes; that is not my experience.

2008. Then your funds are ample to enable you to continue, as you do, these payments to widows, even after re-marriage?—Yes.

2009. What is the amount that they receive?—The widows of officers receive 30*l.* per annum pension for eight years, and we put by 100*l.* for each child when it reaches the age of 18 years.

2010. Do the children draw any payments during that time?—No. The widows of sailors with no children receive 3*s.* a week. You will find in that smaller report also the Admiralty pension opposite the different allowances. Widows of seamen, 3*s.* a week for eight years; with one child, 4*s.* a week, and so on; an additional 6*d.* after the first child.

2011. What happens at the termination of the eight years' period?—At the end of eight years a renewal of pensions to necessitous cases for a further period is to be considered with the balance of 4,000*l.* that will then be left; and further on, the payments reserved for children being allotted, the whole fund subscribed with accumulated compound interest will be absorbed.

2012. Now what pains do you take in assessing the amount of assistance that you may wisely give, to find the income of the recipients from other sources; for instance, do you communicate with the Admiralty as to the aid from the Greenwich Hospital Fund that they may have received?—With respect to this "Serpent" Fund, do you mean; yes, we did.

Chairman—continued.

2013. Does the income received from that, or from any other fund, affect the amount which you would award?—It did in the first instance.

2014. And have you discontinued that?—No, we have made no alteration in the amounts awarded.

2015. But supposing a woman to be in receipt of income from other sources and supposing another one to have no extraneous assistance, is your award the same in amount in both cases?—In the first instance it was so awarded; and that is where the local organization comes in, because these payments being made through our local office-bearers they would at once report if a woman was not a fitting person to go on receiving that award, either from her circumstances or morally.

2016. Do you withdraw grants in case of a woman being found to be of a disreputable character and unworthy of your assistance?—We should.

2017. But do you place yourself in communication with the Patriotic Fund Commissioners to know what they are doing in the case of the same persons?—We know that the Patriotic Commissioners never would help the widows from the "Serpent" Fund.

2018. Do you mean that you know that the Patriotic Fund Commission has no fund available for those who have become widows by loss of the "Serpent"?—We believe they have.

2019. You believe that they have a fund?—Yes.

2020. But, as a matter of fact, they knowing that these widows are aided from the Serpent Fund administered by you leave them in your hands?—Exactly.

2021. Will you explain how it came about that this fund was entrusted to your administration rather than being handed over to the Patriotic Fund Commissioners?—Well, I must confess that there was a very strong feeling at the time, especially upon the question of expense, in the administration of the Patriotic Commission.

2022. That the cost of administration by the Patriotic Fund Commissioners was large and extravagant?—Was excessive.

2023. Do you know how much per cent. would be charged against the "Serpent" Fund for administering this fund?—Yes, I can tell you. The first 18 months the administration of the fund cost 4*l.* 17*s.*; that is, 1,887*l.* 0*s.* 6*d.* cost 4*l.* 17*s.* to administer. The second year 1,280*l.* 1*s.* 6*d.* cost 3*l.* 9*s.* 10*d.* to administer. The third year 1,223*l.* 1*s.* cost 3*l.* 7*s.* 10*d.* to administer.

2024. You are giving us the actual cost of administration by the Soldiers and Sailors' Families Association?—Yes.

2025. What would have been charged against the fund had it been administered by the Patriotic Fund Commissioners?—I cannot say.

2026. Do you know whether it would have been 4 per cent.?—I understood that it would be 5 per cent.

2027. But you have not taken steps to inform yourselves, or to ask upon what terms it would have been administered by them?—No.

2028. Was

Chairman—continued.

2028. Was there any other reason which explained the transfer of the fund to your Association to administer?—Yes, there was a very strong feeling that there was a want of sympathy in the Patriotic Fund administration.

2029. That there was too much officialism, and too little personal sympathy?—Yes.

2030. May we not take it that the fact of your having yourself had so large a part in initiating that fund had something to do with its administration being given to you?—No, I cannot say so.

2031. Is there a separate committee or board having charge of the "Serpent" Fund as distinguished from the other?—Yes.

2032. Who is at the head of it?—The Duke of Saxe-Coburg and Gotha; it is given at page xxxi. of the Appendix of the large Report. The others are Sir Algernon Lyons, Rear-Admiral Church, Colonel Way, representing the Marines; the Reverend Mr. Sullivan, Chaplain of Devonport Dockyard, Miss Weston, and myself.

2033. Is there anything further that you would like to state to the Committee specially with regard to the "Serpent" Fund. What would become of the remnant of the fund after it has satisfied all the claims upon it?—There would be no remnant; the fund would be absorbed.

2034. You have so calculated your grants from it that the whole fund will be absorbed upon actuarial advice within the life-time of the claimants?—At the end of eight years a renewal of pensions to necessitous cases for a further period will be considered with the balance of 4,000*l.* which will then be left; and, further, on the payments reserved for children being allotted the whole sum subscribed, with accumulated compound interest, will be absorbed.

2035. You have so adjusted your grants as to absorb it within the lifetime of the present claimants?—Yes.

Commander *Bethell.*

2036. Then I suppose it is the case that at the end of these eight years a good many of the people may come upon the other funds, the Patriotic Fund or the Royal Naval Fund?—We shall not be able to support them any further.

2037. They will ultimately come upon these other funds?—They will ultimately.

2038. Do I understand that 66 widows and 78 children were the whole of those relieved by this money?—And dependent relatives.

2039. Do you know, at all, how many of those there are?—Out of 48 three have died, so that there are 45 left at the present time.

2040. Do they get the same scale of relief as widows?—No, not the same scale.

2041. Have you a scale?—Mothers and other dependent relatives receive pensions from 3*s.* 6*d.* to 5*s.* 6*d.* a week, according to the age of the recipient, for five years, not for eight years.

2042. Then at the time of the "Serpent" catastrophe, did you give any immediate bonus, any immediate relief?—Yes, immediately, within 48 hours.

2043. That was a lump sum that, so to speak,

Commander *Bethell*—continued.

had to be given off the amount that you have?—We did more than that; we gave immediate weekly relief till we began to administer the fund, and then we distributed at once 2,272*l.* in bonuses and gratuities with the first quarter's pension.

2044. I suppose you carefully considered the question, having due regard to the narrowness of your funds with relation to all they have to do, whether it would be wise or not to withdraw the allowance to widows upon re-marriage?—Yes.

2045. And you deliberately came to the conclusion that it was best to leave it alone?—That was so.

2046. With regard to the children that you support, you do not send them to any school; you simply give the sum to the mothers?—To the mothers.

2047. You do not send the children to school?—No, except that we interest ourselves, of course, to get them into the Patriotic Schools, or other schools, as they come to the qualifying age.

2048. I imagine that apart from the "Serpent" Fund, in the case of the fund for which you are mainly responsible, the Soldiers and Sailors' Families Association, you may have more to do with soldiers than with sailors?—Yes.

2049. Have you an active organisation at the great naval seaports?—All, except Portsmouth.

2050. I suppose Miss Weston would cover the ground there, and that is the reason why you have not an organisation there?—No.

2051. What is the reason?—I should not like to say.

2052. There has been a difficulty in starting a branch?—Lady Clanwilliam started a fund when the "Victoria" was lost, and her wish was to keep it; it was exactly on the same lines as this Association.

2053. Do you happen to know, does it exist?—Yes.

2054. Was the ground already covered by Miss Weston?—No. I may say that Miss Weston cordially supports our Association.

2055. At all the other great naval ports you have an organization?—Everywhere else but Portsmouth.

2056. Have they good support in the naval ports?—Not from the Navy.

2057. Do you attribute that to the existence of local committees in the seaports other than yours?—No, not exactly that; I attribute it chiefly to naval officers not having taken up the work as the Army has taken it up.

2058. You think there is room for it?—Yes, certainly.

2059. The ground is not covered?—No.

2060. But the naval officers have not entered into the spirit of your Association in the same way that the military officers have?—No; and I think it is partly also because the system of allotments places the wives and families in a different position from that in which the soldiers' wives and families are.

2061. Naturally you have formed a strong opinion upon this question of the absence, or what you believe to be the absence, of the power of allotment in the case of soldiers?—Yes.

2062. And I apprehend that it would be a great

Commander *Bethell*—continued.

great advantage if some system of that sort existed in the Army?—No doubt.

2063. With your Association, which is so extensive, have you ever made representations of that sort to persons who could bring it before the proper authorities? — No, not on that point.

Captain *Norton.*

2064. You say you have no organisation at Portsmouth; is that owing to the fact that there were certain local reasons which prevented your extending it to Portsmouth?—Yes.

2065. Were there special reasons which caused you to deem it undesirable to attempt it?—The naval officers' wives, who were very anxious to start a branch of this association in Portsmouth, thought it better to rest, and it would come all right in the end; but they thought it better to remain quiet at present.

2066. That it was not an opportune moment for developing it?—Yes.

2067. You would say that soldiers are at a distinct disadvantage as compared with sailors, in consequence of there being no allotments in the case of soldiers?—Yes.

2068. And you strongly advocate that some such system should be introduced with reference to soldiers?—Yes.

Mr. *Thomas Bayley.*

2069. I understand that you had an actuary's report on the question of giving pensions to the widows of the "Serpent" Fund?—Yes.

2070. You have not it at hand?—No, I have not.

2071. I suppose that would be a report which the actuary would give, allowing for all these widows the average time that they would live?—Yes.

2072. And that the fund would not be closed until all these widows were dead?—Yes.

2073. And that the children cease to receive from the fund when they are 21 years of age?—Yes.

Commander *Bethell.*

2074. The balance of 4,000*l.* will not enable you to pension off the widows? — No; only enable us to make selections of the most necessitous cases, and take a virtually new actuarial report as to how this 4,000*l.* should be divided.

Mr. *Thomas Bayley.*

2075. Then the actuary's report you had at that time only went for eight years?—Yes.

2076. It did not deal with the whole time?—In the absence of the report, I cannot bring my mind to bear exactly upon what it was; it is now four years ago.

2077. Have you ever thought of the question of winding up the capital account and buying annuities?—No.

2078. I notice in your report in Derbyshire you have a committee there; I think the Duchess of Devonshire is president, the Countess of Harrington vice-president, and several other ladies are on the committee?—Yes.

2079. You put their names here; do they do any business in Derbyshire?—That organisation in Derbyshire was only attempted to be started at the close of last year, and in consequence of Mrs. Chandos Pole, the Hon. Secretary of the society, having unfortunately to go to Madeira for the winter, the organisation was stopped until she returned.

Mr. *Thomas Bayley*—continued.

2080. And no work has been done?—Not yet.

Mr. *Luttrell.*

2081. I want to ask, if I may, whether you take into consideration the moral character of an applicant?—Do you mean to say with regard to the Soldiers and Sailors' Families Association?

2082. Yes?—Most decidedly.

2083. How do you get at the moral character?—Through our local organisation; when the wife of a soldier lives in a certain place, we have a local office-bearer, a lady (or a retired officer), who either knows of the existence of that person, or will make inquiries on the spot. The same with the administration of the "Serpent" Fund; it is entirely through these ladies that I administer these quarterly pensions.

2084. Then I should like to ask to whom you apply; do you apply to any one in particular, or generally?—If I have a case (frequently cases from India come to me straight), I simply refer it to the secretary of the Petty Sessional Division, and he or she at once makes inquiry, and if they find the case suitable or unsuitable, they do not refer it back to me; they deal with it themselves.

2085. Is the secretary directed as to whom to apply to for the character?—If the secretary lives on the spot he applies to whom he thinks proper for the character of the person living in his own neighbourhood.

2086. You do not direct him to go to one person?—No, not at all; they use their own discretion.

2087. I think, in some of these associations, they go to the clergyman in preference to anybody else; but you do not?—No, it is purely undenominational; we go to the Roman Catholic priest just as well as to the clergyman, wherever we can get the information.

2088. I wanted to get that point made clear. Then are you guided by a rule as to the character; do you say, for instance, that people who have not conducted themselves properly as servants, or anything of that kind, are debarred from the benefits of your association?—No person with a bad character would be recognised for a moment, unless a reformed character.

2089. But you have no hard-and-fast rule?—No, we leave it entirely to the local people.

2090. As to the payments; do you pay monthly or quarterly? — Do you mean the "Serpent" Fund? We pay quarterly. I have 107 payments to make; I draw 107 cheques payable to the woman herself quarterly, and with each of those cheques I send a separate receipt (*Form of receipt handed in*), and the woman signs the receipt, hands it to the lady, who gives her her cheque.

2091. Do the Post Office give you any facilities?—None whatever; we never asked them; and I should not like to do it through the Post Office; I think this is a better plan.

2092. Why?

Mr. *Luttrell*—continued.

2092. Why?—Simply because the lady in whose parish or district this woman is living knows all about her, and the fact of this lady going and handing her the cheque is much better than sending it through the Post Office, because of the interest it shows.

2093. It is all voluntary?—All voluntary. These ladies are in touch with these women all the year round, and if there is anything that goes wrong they report to me at once, saying the woman is not entitled to her pension.

2094. What objection would there be to paying monthly instead of quarterly?—I do not see any objection; it would involve on myself a very much larger labour, because the fact of drawing, even four times a year, 107 cheques, and 107 receipts, and bringing all this into ledgers and books, involves a considerable amount of labour; if I had to do that twelve times instead of four, it would greatly increase the labour.

2095. But you do not see any real objection to monthly payments?—No, I do not see any real objection.

2096. It would give you more work?—It would give me more work; and I have never heard in any single case that the woman would prefer her payment quarterly, instead of monthly; only one case during four years have I had an application for an advance of the pension.

2097. But in your opinion if you gave them the option would they not prefer to have it monthly?—I do not think so. You see they have their Admiralty pension besides; I do not know when the Admiralty pension is paid; perhaps it is not paid the same day, or paid so punctually as my pension is paid.

2098. The principal objection you have is that it will involve extra work?—Yes.

2099. Could not that difficulty be got over by making use of the Post Office?—I think this system much better than any Post Office system because it keeps the women in touch with the ladies.

2100. But could you not keep them in touch by having annual reports, and yet make use of the Post Office?—I do not think annual reports would be sufficient.

Captain *Norton.*

2101. You are of opinion that these lady visitors exercise a salutary controlling influence?—Yes.

Mr. *Luttrell.*

2102. I was addressing myself to this view: that the Post Office gratuitously give their services in some cases, and I was supposing they might do so in yours; that you might make use of the Post Office without any expense?—I am not at liberty to say as to that. I find this work so well that I should not like to alter it. May I say that, in many cases, we have been able through our local organisation to help with advice and in other ways far beyond the value of the money voted.

Mr. *Kearley.*

2103. With regard to the Serpent Fund, have you ever estimated what it would have done had it been invested on the same basis as these funds that are administered by the Patriotic Fund Commission: that is to say, if you had expended merely the income, and made it a permanent fund; perhaps it is not fair to say "spent only the income"?—I have not.

Mr. *Kearley*—continued.

2104. May we take it, broadly, that you arrived at this decision to work the fund in the way you are working it, because you felt it would realise more that way than any other way?—Certainly.

2105. You said there were as many as 66 widows and 78 children?—Yes.

2106. Out of a fund originally amounting to 13,600*l.*?—That is so.

2107. But in eight years time from the commencement of the fund it practically disappears?—Yes.

2108. So that you are able to give a liberal allowance, considering the amount subscribed, for eight years only?—Much more than we should have if we had invested.

2109. After eight years you have no idea what will happen to the widows?—No idea whatever.

2110. Perhaps the Patriotic Fund will be able to find relief for them?—We hope so.

2111. There is the little margin of 4,000*l.* which you have mentioned to us, but you do not expect that 4,000*l.* to do very much?—No.

2112. But in the event of a fund being ample, do you advocate the policy of exhausting the fund on behalf of the particular purpose for which it was subscribed?—Certainly.

2113. Take the Victoria Fund, for instance; there about 75,000*l.* was subscribed; is it your opinion from the experience you have in administering relief that those people, the widows and dependent relatives and children of those that were lost in the Victoria, are entitled to every penny of that fund?—Certainly.

2114. And that it is altogether contrary to the spirit of the people subscribing these funds that large surpluses shall accumulate and be utilised in different directions?—That is so, most certainly.

2115. And I think I might ask you whether you have really made a study of this very aspect of these public subscriptions?—Yes, I have.

2116. And are you frequently in touch with people that hold views similar to your own?—Continually.

2117. And is there a prevailing opinion that the Patriotic Fund Commissioners are not administering their funds according to the intention of the donors?—I should not go so far as that; but I think there is a very prevailing opinion outside—it is difficult to explain—that the Patriotic Commissioners are not doing what they ought to do.

2118. And that is not merely a personal opinion of your own?—No, not at all.

2119. But it is expressed by many of those with whom you come in contact in connection with your own administrative work?—Yes.

2120. These are rather difficult questions to answer, but you stated that your relations with the Patriotic Commission are perfectly friendly?—Quite.

2121. You are not in any way antagonistic or rivals?—Not at all. I simply think there is

Mr. *Kearley*—continued.

room for both the Patriotic Commission and my Association.

2122. Do you hold any communication with the Patriotic Commissioners in the way of seeking for information?—Constantly.

2123. Now, in this fund, in your fund other than the Serpent Fund, you appear to be accumulating money?—Yes.

2124. And you are not spending your income?—Yes.

2125. That is made one of the main charges against the Patriotic Fund?—Yes, I know that.

2126. But what do you propose to do with your surplus income?—Well, I consider we should have to go a good many years before we have sufficient laid by to meet the contingencies that would come upon us in the case of any war.

2127. Then you are building a by-and-bye fund, if I may use the phrase?—To a certain extent. And may I add another matter, which is also somewhat of a personal one, that it may be difficult when I am not here to get anybody to give their whole services for nothing; there may come a time when paid services will be required at the central office.

2128. You attribute your position of being able to accumulate just now to the fact that the expenses of administration are simply non-existent?—That is so.

2129. But when the administration of this fund or these funds has to be paid for, do you anticipate that you will cease to accumulate then?—I do not think the public would support it in the same way as they do now.

2130. You mentioned a figure in connection with the Serpent which I did not quite catch. I know you gave the amount subscribed, but you said something about 17,000*l.*?—£.17,330. That was the equivalent which the Law Life Assurance Company guaranteed to us: on our paying them 10,800*l.*; they agreed to give us back 17,330*l.*

2131. To give you it back in eight years?—I think it is more than eight years; you will find it in that small report. The children have yet to be paid their portions.

2132. You have no dependent relatives on the Serpent Fund, have you?—Oh, yes.

2133. How do you deal with them, by gratuities?—Some we paid off by gratuities, and to others we give, as I stated before, from 3*s.* 6*d.* to 5*s.* 6*d.* a week, old mothers chiefly, and according to the ages. That is only for five years; it ends next year.

2134. That applies to the pensions?—Yes, to the pensions.

Mr. *Kearley*—continued.

2135. Now, how long after the disaster was it before you began to administer these funds?—Forty-eight hours.

Chairman.

2136. What funds had you available in the case of the Serpent?—The subscriptions. I guaranteed that the Association would find the money at once.

Mr. *Kearley.*

2137. You collected the money at Devonport?—Yes, the fund was collected at Devonport, and at the Mansion House.

2138. Within three days there would be 1,000*l.* collected?—Yes.

2139. Where did you get your information of the loss of the vessel from?—The Duke of Edinburgh was commanding-in-chief, and wired to me to come down to him at once, and I guaranteed any amount that they wanted for temporary purposes.

2140. Where did you get your list of the crew from?—It was got at Devonport and Plymouth; by the Duke of Edinburgh.

2141. And it would be fair to say that owing to the ship having just been commissioned the list could easily be ascertainable?—Yes.

2142. But had the ship been in commission six months or for a longer period there might have been a difficulty through interchanging of the crew?—Yes, certainly.

2143. Under all circumstances do you consider that a month, or at the outside two months, would be a fair margin to allow an administrative body, say like the Patriotic Commissioners, to begin to administer its funds?—I should consider it a very long time indeed. I should consider that anybody who had power to administer funds should inquire and administer and begin temporary help if required at once.

2144. Did you express any opinion publically as to the slowness of the Patriotic Fund Commission's administration as to the loss of the Victoria. I have an idea that I saw a letter to that effect from you?—I cannot quite remember. I do not think I did, from the fact that I should have been sorry, representing this Association, to have been an opponent, in one way or other, to the Patriotic Fund Commissioners.

2145. You have, however, mentioned that there is a strong feeling against the Patriotic Commissioners on certain grounds; mainly on the score of expense of administration?—Yes, and want of sympathy.

Admiral Sir WILLIAM M. DOWELL, K.C.B., called in; and Examined.

Chairman.

2146. WHAT position do you hold in connection with the Royal Naval Fund?—I am the Chairman of the Executive Committee of the Fund.

2147. I believe you are also a Patriotic Fund Commissioner, are you not?—I am.

2148. Will you tell us how the Royal Naval Fund originated?—It originated by a sum of

Chairman—continued.

47,658*l.*, which was the surplus of the Royal Naval Exhibition.

2149. The Exhibition of 1891?—The Exhibition of 1891.

2150. And it was determined to apply that surplus to what ends?—To the relief of the widows and dependent relatives of men who die in the Navy. At first, I think it was intended specially

Chairman—continued.

specially for men who die by accident, who meet with a violent death; but when we found that all men who are killed in any way by accident or otherwise, or in action, get a pension from the Admiralty, then we decided that it should be devoted to the relief of widows whose husbands die absolutely in the service, but who receive no pension, and, in fact, receive nothing. We fill up that gap; we cannot give pensions, but we give grants to the widow of every man who dies in the service, who has died in the service since the 1st of January 1893, when we commenced.

2151. Is it sufficient that a man's name should be on the books of one of Her Majesty's ships, or in the Marines Division at the time of his death, to testify to the fact of his being in the service?—Yes.

2152. But your Fund began its operations on the 1st of January 1893; did you recognise any claimants upon the funds antecedent to that date?—None at all; we were obliged to commence somewhere, and that was the date we decided to commence upon.

2153. I think you have told us that a sum exceeding 47,000*l.* was the surplus remaining after all expenses paid of the Royal Naval Exhibition, 1891?—Yes.

2154. Has that sum been augmented from any other sources?—There have been a few donations.

2155. Will you tell us what the total income for 1894 was?—£1,484 10*s.* 3*d.*

2156. For the year ending the 31st of December 1894, as shown on the statement of accounts, your receipts from dividends and interest, from income tax refunded, and from subscriptions, amounted in all to 1,484*l.* 10*s.* 3*d.*?—Yes.

2157. And of that amount you expended what?—We expended 99*l.* 17*s.* in working expenses, and in donations to widows 1,031*l.* The first year our donations came to 713*l.*; the second year our donations came to 1,031*l.* In the first six months of this year they have amounted to 850*l.*

2158. Naturally the demands upon you are growing?—The Navy is very much increasing; we have a very much larger number of men in the Navy now than we had when we started; and also the Fund has become better known. We circulate reports everywhere. This year we have sent out 5,000, so that everybody in the service may know something about it.

2159. But do you apprehend that the amount at your disposal will be adequate to meet the increasing demands upon it?—Well, you see we have got now 80,000 men in the Navy, and if this year we double what we have given for the first six months of this year, that will make 1,600*l.*; our income is 1,484*l.*, and we have made no very strenuous endeavour to get subscriptions just yet, because, until we can say that we are absolutely in want of funds, perhaps we had better not do so. We have not tried to draw, but I have no doubt that when we come to expend our whole income and want funds we shall get them. At present, as you see, we have 1,384*l.* invested on income account;

Chairman—continued.

which we can draw upon at any time; when we overdraw our income in any year we come upon that money; but the capital sum we cannot touch; it is all invested and in the hands of trustees.

2160. You mean to say that you have accumulated a balance, a reserve fund?—We have accumulated partly, I suppose, because the fund was not sufficiently known and partly because we began very carefully at first and did not give very large grants; we have accumulated in the two years over our income 1,300*l.*; but I anticipate that this year we shall draw upon it, because we have now already in the first six months of the year given grants to the amount of 850*l.*

2161. Inasmuch as you only undertake to give relief to widows and orphans and dependent relatives of men who died after the commencement of your operations, it is obvious that each following year will bring greater demands, and there will be a larger number of claims occurring?—We have had some back cases; but I think now that in the case of every man who dies in the service his widow is pretty certain to apply to us.

2162. Will you tell us how your capital is invested?—It is on this list; 2½ per cent. consols, East India 3 per cents., Great Northern Railway 4 per cents., Lancashire and Yorkshire Railway 4 per cents., Reading Corporation 3 per cents., Nottingham Corporation 3 per cents., and Metropolitan Stock 2½ per cent.

2163. I will not trouble you for those particulars; I will take it that the account is put in; but I was going to ask you who are the trustees of the fund; is it sufficient to say that it is invested in the names of seven trustees, of whom the Prince of Wales is one?—The Prince of Wales, Lord George Hamilton, M.P., Sir George Hayter Chubb, myself, Captain Sir Alfred Jephson, R.N., Sir Albert Kaye Rollit, LL.D., M.P., and Colonel C. H. Scafe, R.M.L.I.

2164. Up to the present time, are your benefits extended to seamen and marines only?—Seamen and marines only.

2165. What about warrant officers?—There is a clause in our rules that if at any time the net income of the funds at the disposal of the Society exceeds 3,000*l.* the benefits can "be extended to the widows, orphans, and dependent relatives of chief warrant officers and warrant officers in the Royal Navy and in the Royal Marines."

2166. But do you anticipate that they are likely to come into benefit from the fund?—I am afraid not at present.

2167. Then we may take it that the fund is available for and will be enjoyed only by the widows, orphans, and dependent relatives of the ordinary seamen and marines?—You see we should have to double our capital to get 3,000*l.* a year.

2168. You have told us that the fund is invested in the names of the trustees whom you have mentioned; how is the business of the fund administered; you have told us that you are chairman of the Executive Committee?—I am.

2169. How many persons are on it?—There are, I think, about 27; but the rule

Chairman—continued.

rule says that "the Executive Committee shall consist of not less than 21 persons, of whom a majority shall be naval or marine officers." We have the benefit on the committee of gentlemen, civilians; there is Sir George Chubb, and there are several others; there is Major Mackenzie, who belongs to the bank where we bank; he is one of the directors of the bank, and Mr. Langton, who is an accountant, and Sir Edward Birkbeck and other gentlemen who belonged to the committee of the Royal Naval Exhibition.

2170. Have you any Admiralty officials *ex-officio*?—No; there are several gentlemen from the Admiralty on the committee, Mr. Lambert, and Mr. Awdry, and Mr. Yorke, the Director of Victualling.

2171. I observe that the First Lord of the Admiralty in the late Government and the Financial Secretary of the late Government are there?—Yes, Lord George Hamilton and Mr. Forwood; Mr. Forwood was particularly active in starting the Naval Exhibition Committee, and Lord George Hamilton was a member of it.

2172. But you are aware that on the Patriotic Fund Commission there are representative men from the War Office and the Admiralty placed there *ex-officio*?—Yes, certainly.

2173. It never occurred to you as expedient to keep yourselves in touch with the Admiralty by having *ex-officio* representatives of the Admiralty?—Practically, we are absolutely in touch with the Admiralty, for Mr. Awdry, the Assistant Secretary of the Admiralty, is a constant attendant at our committee meetings; Mr. Lambert is also a constant attendant, and so is Mr. Yorke; and at any time when any applications are made by the widows or friends of widows for assistance, we can always refer at once to the Admiralty to know exactly the position the husband was in, what he allotted, and everything of that sort.

2174. We have had very direct evidence to that effect from Sir Gerald FitzGerald and Mr. Lambert. Now will you tell us what is the nature of the assistance that you give to widows and orphans, for example?—They are all money grants. We give a grant of about 20*l.* to a widow and 2*l.* to a child.

2175. Is that given in a lump sum?—We do it generally through the ladies' committees at Portsmouth and Plymouth and the ports. If the widow happens to be living in the country, where we have no assistance of that sort, we do it generally through the clergyman of the parish or somebody who knows them. The form that we send up for them to fill up asks for the name of a minister of religion or some other person of position to whom reference can be made. Then we send this money. We first write to Portsmouth and Plymouth, for instance, to the ladies' committee, and ask them to be good enough to look up the case, and they send us an account of the position of the person and her circumstances, and whether the case is in immediate want or not, or whether it can stand over till our monthly meeting.

2176. The executive committee satisfies itself with regard to the character, the circumstances, and the immediate necessities of the applicant?—Yes.

Chairman—continued.

2177. And deals with them accordingly?—Yes.

2178. But supposing you make a grant of 20*l.* to a widow, say, with 2*l.* each for her children; is that sum held to be doled out from time time by those to whom you confide it?—Generally ladies give it at the rate of about 5*s.* a week, or if they think it will be more beneficial to set the widow up in some little business or something of that sort, it may be expended at their discretion in the purchase of a sewing machine, or a mangle, or the setting up of a small shop.

2179. You do not make any grants in the shape of pensions?—No, we cannot; our income is only 1,400*l.* a year. If the good time ever does come that we have sufficient income we should be only too glad to give pensions.

2180. You recognise the importance of making your grants as expeditiously as possible?—We have a meeting every month, and then every case in which an application is made is brought forward and the grant made at once; but if an application is made during the month and the case appears to be very necessitous, if the secretary thinks that from the circumstances of the case immediate assistance is required, 2*l.* or 5*l.* are sent down direct to the woman herself.

2181. In anticipation of the action afterwards?—In anticipation of the investigation which takes place afterwards.

2182. Then, supposing a second application to come?—From the same person?

2183. Yes?—It would not be considered. The grants that we make are considered final. In the first year, when we did not know what our income would stand, and what demands we should have upon it, we did make extra grants to all the widows; but it the only case in which we have done it.

2184. Can you tell us anything about the working expenses?—The working expenses the first year amounted to 9 per cent., and the second year they amounted to 6½ per cent.

2185. But in the first year you had to provide outfit?—Office furniture, and everything of that sort. You see if our income was double what it is our expenses would not be greater. We must have an office and we must have a secretary; there is more work than you could ask a person to do voluntarily, I think; and the same amount would be expended if we had 3,000*l.* a year to give away instead of only 1,400.

2186. I take it from what you have said already that you realise the fact that if you are to do justice to the task you have undertaken, you must look for larger funds?—We must.

2187. And do you contemplate making an appeal yourselves for subscriptions?—As long as we have got an income balance of 1,300*l.* we do not think it would be advisable to make an appeal, but we think that in a very short time probably that will be diminished, and then we shall make an appeal, and I think with some effect; but at present, if we made an appeal and said that we had got a balance in our favour, people would not be inclined to assist us much.

2188. Has

Chairman—continued.

2188. Has it ever come under your notice that Parliament by the Patriotic Fund Act of 1886 threw upon the Commissioners of the Patriotic Fund from time to time to ask for and receive contributions from the public for such purposes as those you have undertaken?—Yes; but I understand that in the Patriotic Fund (being a Commissioner of the Patriotic Fund I know something about it), there is no fund except the Naval Relief Fund, that could assist the people that we assist at all, and that is a very small fund, and practically the people that we assist get no assistance anywhere else. They are people whose relatives have not been killed in the Service, or have not had any injury; they are people who die in their beds.

2189. But do not you know that the Patriotic Fund can maintain, educate and train children?—Certainly. When a widow has children we recommend them, not so much perhaps to the Patriotic Fund as to Greenwich Hospital school, and to the orphan schools; we get them taken in that way.

2190. But you recognise the fact that the Patriotic Fund Commissioners can give any necessary assistance to children of seamen and marines who may hereafter lose their lives in the service of the Crown?—Yes.

2191. The same class of children as those you have to deal with yourselves?—I think it is those who lose their lives in the service of the Crown. Now, with regard to these people whom we relieve, their husbands do not die in the service of the Crown; they must be serving when they die, but it is not from the Service; their deaths are not caused by the Service.

Mr. *Kearley.*

2192. There is an Admiralty definition of what constitutes losing life in the service of the Crown; there is such a definition, is there not?—Yes.

2193. If a sailor dies of cholera, that is not considered sufficient for a pension?—I think in the case of an epidemic, that is a matter in their discretion. I think that the Greenwich Hospital Committee, the Lords of the Admiralty, and Mr. Lambert, decide whether it is a case which will come under the Greenwich funds or not.

Chairman.

2194. The terms are that the funds available under the administration of the Patriotic Commissioners are for the children of those who may lose their lives in the service of the Crown or by or in consequence of casualties sustained or disease contracted in the service of the Crown?—Yes.

2195. Then you maintain that beyond that definition there are sailors and marines whose names are borne on the books of one of Her Majesty's ships whose children are not qualified under that regulation?—I think not.

Commander *Bethell.*

2196. And pensioners?—And pensioners.

Chairman.

2197. Then you tell us that you contemplate appealing for further funds as they may be required, and when you are able to submit to the public a sufficiently strong case of need?—Yes.

2198. And you contemplate that that work will be of a permanent character?—I think so.

2199. Now, as a Patriotic Fund Commissioner, I suppose you know something of the Royal Naval Relief Fund which was founded, if you will remember, at the suggestion of the Managing Committee of the "Captain" Fund, and was intended to provide for such cases as those with which you have to deal?—I think not. I think that, as a rule, assistance from the Naval Relief Fund would not be given to persons unless the death was in some way caused by the service of the country; it can be, but practically, I mean it is not.

2200. Is it not provided in the Commission by which that Royal Naval Relief Fund was established that it was intended "for the immediate relief of any special objects of destitution arising among the widows, orphans, or other relatives of deceased officers, sailors, and marines who have served in our fleets"?—Yes.

2201. "Or for the relief of such other objects of destitution as may come within the meaning and purpose of such benevolence;" that is very wide?—I have no doubt that if the fund was larger all these cases would come under it, but as the fund is at present, I think Colonel Young will bear me out when I say that unless there is some very strong reason no relief would be given from that fund.

2202. The fact is that the capital amount standing to the credit of the Royal Naval Relief Fund is 7,700*l.*?—Yes.

2203. That, of course, is a very small sum for the very large purposes which it is desired to serve?—Yes.

2204. But how far do you recognise the Patriotic Fund Commission in your work; you being yourself a Patriotic Fund Commissioner; how far do you work in concert with the Commissioners?—Colonel Young very often sends cases to us, but we never send them to the Commission. Any person that comes to us whose husband has died in the service, and is absolutely on the books of a ship or of the Marines, gets relief if their cases are *bonâ fide*; that is to say, if they are absolutely married, and if they are in want.

2205. Does it sometimes happen that those to whom you give immediate assistance in the way you have described become participants of the Patriotic Fund also?—I do not know of the Patriotic Fund, but there are several cases where we have given small relief to people who afterwards received pensions.

2206. From one or other of the funds administered by the Patriotic Fund Commissioners, do you mean?—Yes; we only give immediate relief. I see that twice in March of this year we gave 2*l.* to two different people, and they received pensions afterwards. If they had not received the pensions then they would have got the balance of what we should have given ordinarily, but

Chairman—continued.

but we gave them the 2*l.* for immediate assistance.

2207. Pending the investigation by the Patriotic Fund Commissioners of their claim you gave them serviceable and timely assistance?—Yes.

2208. Will you tell the Committee what advantage you think this fund has in being independently administered over what it would have if it had been made over to the Patriotic Fund Commissioners?—Well, I do not think that the Patriotic Fund Commissioners could give assistance as we do. The Patriotic Fund Commissioners give pensions. Well, now our fund is not big enough to give pensions, and if it was lumped into the Naval Relief Fund it still would not assist to give pensions much; and therefore we consider that we do a great deal more good and relieve a great deal more of immediate distress on the death of the husband than can be done anywhere else.

2209. But as a Commissioner yourself, you know that the Patriotic Fund Commissioners administer the different funds placed under their care according to the terms of the trusts and instruments by which those funds have been raised?—Certainly.

2210. Is there anything to prevent the Commissioners carrying on the work on very much the same lines as yourselves, supposing that were made a condition of the transfer to them?—I do not see much objection to that, except that there is more circumlocution. We go direct to the object, and a person makes an application, and within a month we have the case investigated, and the whole thing is done and the relief has been paid.

2211. The last witness we had, Colonel Gildea, said that they were enabled to bring to bear an amount of personal sympathy, and a certain intimacy in the relationship of those who were charged as the almoners of this fund, which the Patriotic Fund Commissioners could not pretend to; would you say of your own fund?—Not of our own fund, because we do not do anything of that sort; we merely administer the fund.

2212. But you told us that you administer it through the agency of ladies and gentlemen who voluntarily undertake to dispense a lump sum which you put into their hands?—One is a committee of ladies belonging to a society, which I think they call the Royal Naval Friendly Union of Sailors' Wives. It was started by Mrs. Goodenough, and officers' wives and men's wives all belong to it; and in different places they undertake the work for us. Now, at Devonport the admiral's wife is the president, and Mrs. Bosanquet, I think, is the secretary, and we write to them. They have ladies all over the place who take up the special cases. At Portsmouth there is a similar society started by Lady Clanwilliam, I think, when they first went down there, and now carried on by the admiral's daughter, who does the same thing for us.

2213. But the Patriotic Fund Commissioners claim to have the advantage of being able to work in concert with local committees, do they not?—Yes, certainly.

Chairman—continued.

2214. But not in the same individual and personal way, you think, as your agents are?—I think not.

2215. Then you are in favour of continuing this fund under independent administration rather than of asking the Patriotic Fund Commissioners to accept the responsibility of disbursement?—I think it is much more satisfactory to go on administering it as we do.

2216. But surely if the Royal Naval Relief Fund were larger in amount, it would be competing very closely with you in the work that you discharge, would it not?—Yes, if it were larger in amount it might, but as long as the Naval Relief Fund only amounts to 7,000*l.*, I do not think it will ever be able to do very much. There are continually cropping up cases which they may take notice of, but they could not undertake to give a grant to the widow of every man who dies in his bed.

2217. But supposing it were suggested that the Royal Naval Fund and the Royal Naval Relief Fund should be amalgamated, you would think it better that their 7,700*l.* should be handed over to your fund than that yours should be annexed to the Royal Naval Relief Fund?—As a Commissioner of the Royal Patriotic Fund, I think it would be a very much better thing if it was handed over to the Royal Naval Fund.

2218. May I ask, do you know anything about the "Queen Adelaide" Relief Fund?—No, I do not.

2219. You do not come in contact with it in the course of your work?—No, I never have come across it at all.

Mr. *Kearley.*

2120. At the time of forming the Exhibition Fund, was the desirability of handing it over to the Patriotic Fund Commissioners for administration ever discussed?—There were discussions upon the subject, but it was decided that we had better keep it in our own hands.

2221. That is the opinion among naval men?—Yes.

2222. This fund is administered mainly by naval men?—We have on our committees several civilians.

2223. Sir Albert Rollit, for instance?—Yes; some of them are constant attendants. Sir George Chubb is of the greatest assistance to us in the matter of accounts and things of that sort. But principally we are naval men; naval men and officers belonging to the Admiralty.

2224. And do you think that the Royal Naval Relief Fund, if you could get hold of it, would be better administered by you than by the Patriotic Fund Commission?—I think it would augment our fund, and would be making that fund really useful. At present it is such a small fund that Colonel Young would tell you it is very difficult to find any person who really has sufficient claims to have the preference in such a small fund.

2225. And as a Patriotic Fund Commissioner I presume you are aware that with an income of 310*l.* a-year the average expenditure of the last eight

Mr. *Kearley*—continued.

eight years in that fund has been somewhere about 36*l.* a-year?—Yes.

2226. So that there is a large income which is not being expended; now, could you not find for the Royal Patriotic Fund Commissioners eligible persons that might come on that fund, some of whom are applying to you; possibly you are not able to relieve all that do apply to you?—We relieve everybody who comes within our rules. Now, the people who I think are the hardest treated are the widows of pensioners. I really scarcely know of any funds that can assist them. I think if there was a sufficient fund those would be the people who would be very much benefited by it, if the Naval Relief Fund were large enough to help them.

Commander *Bethell.*

2227. You help the widows of pensioners, do not you?—No; the rule is if a person dies who is on the books of a ship or in the Marine Division. If you go to pensioners, you see it is an enormous thing.

Mr. *Kearley.*

2228. But it seems so very extraordinary to some of us that the Patriotic Fund Commissioners cannot find enough people eligible to go on this Royal Naval Relief Fund; they really cannot find sufficient people to relieve; they have got an income of 310*l.*, and they are spending about 36*l.* on an average; last year, 96*l.*; the preceding year the expenditure was about 33*l.*?—The difficulty, as it appears to me, with the Patriotic Fund Commissioners, in expending that money, is to find people who sufficiently require it in excess of other people; whose wants are much more than those of other people. If you give it to one person another person may say my claim is just as good as that person's, and there may come 100 people saying just the same. It is only a small fund, and it requires some special want or some special distress.

2229. That was the view that was put to us by Colonel Young; that they found it better not to expend it at all?—I think that if a sufficiently deserving case comes before the Naval Relief Fund, it will be relieved; but the difficulty is to get those special cases and not have too many of them. If you say that simply because a man dies, his widow is to be relieved from that, you would have so many of them that you would not be able to do it.

2230. But, in regard to your own particular fund, the Exhibition Fund, it is the intention, I presume, of those who administer it to expend the income yearly?—Yearly, certainly.

2231. You did not quite do that at the commencement?—We have not done that at the commencement. You see we have got 1,300*l.* now, but our income is 1,400*l.* a year, and this is the third year of our working, and in the first six months of this year we have expended 850*l.*

2232. So that your yearly expenditure is increasing, and your income is remaining fixed?—Our income is remaining the same.

Chairman.

2233. Do you not contemplate that, in the course of the present year, you will have to draw upon the reserve fund to meet the grants you have already made?—Yes, I think so.

Mr. *Kearley.*

2234. And it will be the policy of the Exhibition Fund Executive to expend its income?—Yes.

2235. And not to accumulate funds?—We do not want to.

2236. Not on the principle of the Patriotic Fund Commissioners?—We propose to ourselves to expend our income every year, and when we find that we have spent our income then we shall go to our friends, and say, "Help us!"

Chairman.

2237. But surely you are not particularly anxious to get rid of that reserve fund?—I am not; but what we feel is (and I do not think you will consider we are wrong), that it is of no use going to our friends to ask for assistance when we have a balance in hand; but I live in hopes that the fund will prove so useful that we shall be able to get in large funds; and the time will come, I hope, when we shall have 3,000*l.* a year, and then we shall be able to assist warrant officers' widows as well.

Mr. *Kearley.*

2238. You hope to get additional funds by making appeals to the public?—Yes.

2239. You do not hope to get funds from the public unless you can show that you expend what you have already?—I do not think we ought to expect them.

2240. The Patriotic Fund Commissioners have no delicacy of that sort; they have continued to ask for funds when they were not expending the income?—I do not think the Patriotic Fund Commissioners ask for funds.

2241. They have funds handed over to them?—Yes.

2242. But you are in that position that you will be able to ask for funds?—Certainly.

2243. As regards the expenses, you draw attention to the fact that, owing to the smallness of the fund, they are necessarily higher than they would be if you had a large volume of money to administer?—Of course.

2244. But you consider their administration so far economical administration?—Yes, I think so. For the first year 9 per cent. was rather high, but it came down last year to 6½ per cent., and I hope next year it will come down lower still, though this year we have sent out 5,000 circulars. Well, they cost something, but we hope that they will do good in the way of bringing funds.

Commander *Bethell.*

2245. There are certain funds that we lose in the Navy, which it is rather felt our men have a right to for compassionate allowances and things of that kind, are there not?—Yes.

2246. There are the men's effects, unclaimed dead men's effects, and is not there some portion of the savings?—Yes.

2247. And are there not certain funds that arise

Commander *Bethell*—continued.

arise from men being in prison, that have been claimed by naval authorities?—Yes, for years the Navy have been hoping to get hold of them. I do not exactly know what the amounts are. There is also a portion of the savings for rations which many officers think we might have.

Mr. *Thomas Bayley.*

2248. I understand that the corresponding amount to the Soldiers' Effects Fund which the Patriotic Fund is administering, in the Navy, goes into the Government's pocket?—I suppose it does; it does not come into ours.

2249. But with the Army it goes into the Royal Patriotic Fund?—Yes.

2250. And you claim that the same sum corresponding with the Soldiers' Effects Fund should come into your fund?—Yes, we should like to have it.

Friday, 28th June 1895.

MEMBERS PRESENT:

Mr. Egerton Allen.
Mr. Cochrane.
Mr. Seale-Hayne.
Mr. Kearley.
Colonel Wyndham Murray.
Captain Norton.
Lord Edmund Talbot.
Mr. Woodall.

WILLIAM WOODALL, Esq., IN THE CHAIR.

Mr. WILLIAM ARTHUR MOORE, called in; and Examined.

Chairman.

2251. WILL you tell the Committee what your position is under the Lords of the Admiralty?—I am a Senior Clerk at the Admiralty, in the Victualling Department.

2252. You act as Honorary Secretary to the Queen Adelaide Naval Fund?—I do.

2253. You are aware that this Committee is instructed to inquire into the administration and financial position, not only of the funds controlled by the Royal Patriotic Fund Commissioners, but of such other Funds as may be available for the relief of widows, orphans, and dependent relatives of soldiers, sailors, and marines?—I am.

2254. I suppose the Queen Adelaide Naval Fund comes within the category?—It is more a private fund in reality than a public fund.

2255. But still it is within that category?—I suppose it would be within the range of your inquiry.

2256. Will you tell us something of the circumstances under which the Queen Adelaide Naval Fund originated?—The fund originated through the late Mrs. Skyring, the widow of a naval officer, who wished to assist the orphan daughters of marine and naval officers who were in distress, in the place of the late Dowager Queen Adelaide, who used to be a great friend to these orphan daughters. When Queen Adelaide died the relief they used to get from her ceased, and Mrs Skyring thought it would be nice to continue a fund for their relief, and accordingly in 1850 she started this fund.

2257. Is the application of the fund defined in any specific manner?—The applicants have to fill up a form of application in which they give such full particulars as are required by that form.

2258. Is the relief from the fund limited to a certain class of recipients?—It is limited to the unmarried orphan daughters of naval and marine officers.

2259. The funds are applied I see, in the first place, to "the education of the young"?—Yes.

2260. And in the next place to "the maintenance of the aged," and "the casual assistance of those who are in temporary difficulty"?—That is so.

2261. What is the amount of the capital of the fund?—The amount of stock standing in the name of the trustees on the 31st of December 1894 was 3,724*l.* 10*s.*

Chairman—continued.

2262. The whole of that money comes from voluntary subscriptions, does it not?—Yes, from voluntary subcriptions.

2263. Is it augmented from time to time; are you still receiving subscriptions for the fund?—Yes, we increase our stock from year to year; directly a certain amount of money is available it is invested in stock. I might say that all donations are invested, and all subscriptions are paid away at once in grants.

2264. By the prudent administration of your fund, has it increased between the 31st December 1893 and the same date in 1894?—It has increased. We have been able to invest over 100*l.* in stock during that period.

2265. You have increased your capital within twelve months by a little over 100*l.*?—Yes, about 114*l.*

2266. You have explained, I think, that anything given to you in the form of donation is added to the capital and invested, while sums received in the form of subscriptions are applied at once for the purpose of the Fund?—Yes, plus the interest we get on our stock.

2267. You treat that as your annual income?—We treat that as our annual income.

2268. Am I right in saying that the annual subscriptions last year were 104*l.*?—That is so.

2269. And about the same amount was received from dividends?—That is so.

2270. Will you tell the Committee in what way that money is expended; I do not know whether you have taken the trouble to work out the percentage of the cost of management, and so on?—I have not taken that out, because the working expenses are so very small; there is no paid secretary or office expenses, as is stated in the Report of the fund. You will see, on page 4, the working expenses are referred to as being "exceedingly small, there not being any paid officers or office charges." The only expenses which fall upon the fund are in the way of advertisements, small matters of stationery, printing and postage.

2271. What is the object of the advertisements?—The object of the advertisements is to bring the fund before the public, and principally before

Chairman—continued.

before naval officers and marine officers; we advertise it in the Navy List.

2272. Is the object of the advertisements to obtain subscriptions?—It is.

2273. Not to attract the notice of those who might be entitled to be beneficiaries?—No; it is not with that view.

2274. Will you state the amounts expended in grants during last year?—The amount given in grants amounted to 232*l.*

2275. Is that about the average expenditure in gifts and benevolencies?—Yes, it is; in the previous year it was 236*l.*

2276. What is the general *modus operandi* of inquiry into the cases and administering this relief?—We have a Ladies' Committee, of which the honorary secretary is Miss J. E. Lewin. That Ladies' Committee investigates the claims of the various applicants and make inquiries. This Committee recommends to the general Committee grants to be made to those applicants which are considered most necessitous and deserving. The General Committee confirms, alters, or cancels such grants as it deems advisable.

2277. Do the ladies on that committee live in London?—They mostly live in London, but some of them are frequently visitors at the different naval ports from which our applicants chiefly come.

2278. Where are the meetings of that committee generally held?—The Ladies' Committee generally meets at the room of the Royal Naval Female School in Sackville-street; I cannot quite remember its present name at the moment; it has altered its name within the last year or so, but that is the original name and the designation by which we call it.

2279. Are your grants given generally in the form of gratuities, or as periodical payments?—They are generally given as a donation or grant right out. Sometimes a case might come before us in which the ladies might think it advisable that the money should not be given right out, but should be given in small grants until it is expended. Supposing, for instance, a grant of 10*l.* is made to a lady, the committee may not think, perhaps, the lady is quite capable of looking after it as she should, and may consider it better that she should have it in certain small weekly amounts until it is expended.

2280. Are those sums remitted by you?—They are not remitted by me; they are remitted by the honorary secretary of the Ladies' Committee, Miss Lewin.

2281. In what way is the payment made, through the Post Office, or directly by personal communication?—The honorary secretary may employ somebody who knows the lady, and who is living in the immediate vicinity, and remit the money in that way. We had one case in which the recipient was living in the East-end of London, and in that case I think it was done through a city missionary.

2282. You said that relief under your fund was limited to unmarried orphan daughters of naval and Marine officers; would those be officers above a certain rank?—They are supposed to be of wardroom rank.

2283. Are you aware what other funds exist which are applicable to the same class of persons?—There is, of course, the Royal Naval Benevolent Fund, which frequently assists the same applicants as we assist.

Chairman—continued.

2284. Do you keep yourselves in communication with that and such other funds as may be available for the same class of persons?—Our form requires applicants to fill up where they have received assistance, and all these different funds are stated on our form, and they are supposed to give us a full and particular account of what they have received from other societies.

2285. You, of course, are aware of the particular danger that is apprehended by all those who are entrusted with the distribution of a fund of that kind, namely, the danger of overlapping?—Quite so.

2286. You, in administering the business of the fund, do what you can to guard against that danger?—We do; that is the reason why we have that form filled up. We also put ourselves frequently in communication with the Admiralty itself, who have a charitable fund. The form requires the applicants also to fill up a statement with regard to the charitable fund, specifying whatever they may receive from the Admiralty in the way of a small pension or in the way of periodical grants, because frequently a distressing case comes before the Admiralty, and they have this charitable fund from which they can give money to relieve it.

2287. How many cases are relieved from your fund in the course of the year?—In the course of the year we should have between 40 and 50 applications, and of that number perhaps between 30 and 40 would be relieved.

2288. An average of 30 or 40 young ladies would be assisted during the course of the year?—Yes; but the style "young" is not quite accurate, as the majority of the ladies we assist are mostly elderly and frequently very aged.

2289. Within what figures do the grants range in amount?—They range from 4*l.* to 10*l.*

2290. Rerely exceeding 10*l.*?—Very rarely exceeding 10*l.*

2291. Are the cases open to be reconsidered, and fresh grants given from time to time?—The grants are made half-yearly, and as a rule we never make a second grant within the year. We make an annual grant, but that is always reconsidered year by year; the applicants have to make a fresh application and fill up a fresh form.

2292. You are aware that there are those who think that there would be greater economy and safety if all these funds were administered by a single body?—I am aware of that.

2293. Would you indicate to the Committee what would be the advantage, and what might be the apprehended disadvantage, of an amalgamation of this fund under a body such as, let me say, the Patriotic Fund Commissioners?—With regard to this Queen Adelaide Naval Fund, I may say it has always covered a class of people who have not had any direct claim upon any other charitable fund, such as the Royal Naval Benevolent Fund, upon which there is a direct claim on the part of certain people; that is to say, widows and daughters of subscribers are entitled to a grant after due consideration by the committee. In the case of the Queen Adelaide Naval Fund we take anyone who is the unmarried orphan daughter of an officer, without regard to whether their parents have been subscribers,

Chairman—continued.

scribers or not; there is no direct claim in that way upon the fund.

2294. You are aware that several funds have been entrusted to the Patriotic Fund Commissioners to be administered according to the conditions of the trust on which the fund was established?—I believe there have been.

2295. So that there would be no difficulty in the Patriotic Fumd Commissioners accepting the responsibility of administering this fund upon any conditions which might be attached to it in the event of transfer?—I presume that would be so.

2296. I suppose, from what you have told the Committee as to the very small expenditure for personal service in this matter, you can hardly look for any economy to result from such a transfer?—There would be no economy, I should anticipate.

2297. Even though the Patriotic Fund Commissioners charge only four per cent. for the administration of the funds entrusted to them?—You can see by the balance-sheet that the expenditure in the course of the year was only about 10*l.* in 1894, against 13*l.* to 14*l.* the previous year; but that was abnormal, because in that year we printed a report. We only print a report every second year; in that way we keep down the expenses. It was thought unnecessary, as the fund was small, to issue an annual report.

2298. I rather invite you to tell the Committee any special advantages that you think the fund enjoys by being administered as it is by a voluntary committee. It has been claimed by a previous witness that in the administration of funds by volunteers who accept the responsibility, a larger amount of personal sympathy is imported into the work than would be the case with publicly constituted commissioners; do you think that is so in your case?—I think that would be so in this case.

Chairman—continued.

2299. Do you think that the applicants for assistance are brought more directly into personal relations with benevolent people who besides administering the money grant are able to give the advantage of personal assistance, and a sort of sympathetic aid?—That is so. I think many of our applicants receive personal sympathy and help from the Ladies' Committee, which they would lose if it became a public fund under the Patriotic Fund Commissioners.

2300. I ought, perhaps, to have asked you before, is the character of the assistance which is given limited to the mere money help afforded?—As the fund stands in itself it is limited to the mere monetary assistance, but there are many ladies on the Ladies' Committee who sympathise with the distress of the applicants, and frequently assist them in kind, either in dress or anything of that sort that they may require.

2301. As an officer of the Admiralty do the Lords of the Admiralty allow you facilities for the work you have to do as honorary secretary to this fund?—The work is done after office hours. It does not occupy a very large amount of my time, and I have the work to do after my official duties are over.

2302. But I may take it that the fact of your being in familiar touch with the Admiralty work, and especially with the administration of Admiralty funds, gives you a peculiar advantage in the management of your fund?—It does give me a certain advantage in the management of it.

Captain GEORGE JOHN HAMILTON, called in; and Examined.

Chairman.

2303. YOU are the secretary to a fund subscribed for the relief of sufferers by the Mutiny in India?—Yes.

2304. That fund was established, was it, in 1859?—No, 1857, immediately after the outbreak of the Mutiny; 1857, 1858, and 1859.

2305. What was the particular definition of the object for which the fund was subscribed?—For the relief of sufferers by the Mutiny in India. I think it is on the face of the Report which you have.

2306. Yes, I have so stated it. But did the term "sufferers" comprehend all persons concerned, or did it merely have reference to widows, orphans, and others?—Yes, all relatives of men who were killed in India prior to the 31st March 1859, who were dependent in any way pecuniarily upon those who were killed.

2307. Did you reserve power to assist the men themselves who were wounded?—To a certain extent, at the outset. There were a large number of invalided soldiers sent home, wounded men, and the committee assisted them with 6*d.* a day for three months at the time; and there are still some 16 soldiers on our fund.

2308. Sixteen survivors of the Mutiny?—Yes, men who lost arms or legs or who were badly wounded.

2309. Were these men of whom you are

Chairman—continued.

speaking, who still benefit by your fund, not entitled to assistance from Chelsea from the Crimean Veterans' Fund?—I think not. I have had many applications which have been referred to me from the Patriotic Fund.

2310. I am not speaking of the Patriotic Fund, I am speaking of the fund administered by the Commissioners at Chelsea for the relief of Crimean and Indian Mutiny veterans?—I do not think they ever assisted the Indian Mutiny veterans; they were always referred to the Indian Mutiny Fund, which is a fund *per se* for that service.

2311. Are you not aware of the fact that men who served for 10 years in either the Crimea or the Indian Mutiny, or in both, are entitled to and are now in large numbers receiving a pension?—I am not aware personally that any man who served in the Crimea or Indian Mutiny is receiving relief from the Patriotic Fund, and also at the same time from us; I think not.

2311*. Are you not aware that soldiers actually wounded in those wars would be entitled to pensions independently of the period of their service?—Decidedly; a small pension.

2312. But you inform yourselves in regard to those men when they are receiving relief from other funds, and that determines the amount of grant given by you, does it. In allocating your

Chairman—continued.

own funds; do you take into consideration the amounts which the applicants may be receiving from Chelsea, from the Patriotic Fund, or from any other source?—Every inquiry is made at the outset as regards the circumstances of these applicants, and if they are receiving relief from other funds they would not get it from ours.

2313. Although I ventured to ask you those questions relating to the men surviving, the range of our instructions is bounded by the question of widows and orphans and other dependent relations?—I understand so.

2314. What form of assistance do you give to persons who come within those several classes?—I have here a small paper that was issued giving the rules under which widows of soldiers, seamen, &c., and their children were admitted, with the rates of allowances (*handing in the same*).

2315. Let me take you back again to the circumstances under which the fund was subscribed; what was the total amount subscribed for that purpose?—I will submit the last balance-sheet. The total amount up to date subscribed was 440,968*l.* 13*s.* 10*d.* Up to the end of March last the interest on that fund has amounted to 184,546*l.* 0*s.* 6*d.*

2316. Are you still continuing to receive subscriptions to the fund, then?—There was one small legacy in 1882; that was the last.

2317. Can you tell me what the amount of your capital is at the present moment?—The present balance is 46,256*l.* 15*s.*

2318. Then you have expended of the original capital subscribed the interest received upon the investment of that capital, and certain accruing subscriptions have enabled you to expend up to the end of last year more than half-a-million of money, is that so?—Yes, the total expenditure up to 31st December last has been 583,610*l.* 5*s.* At the outset there was remitted to India 140,286*l.* 18*s.* 7*d.* for the immediate relief of sufferers in India, and we still pay about 400*l.* per annum in India to 11 pensioners there. In England we have spent up to March last in allowances to widows of officers, civilians, soldiers, and marines, 404,378*l.* 5*s.* The office expenses from 1857 to the present time are 27,719*l.* 17*s.* 2*d.* I will leave those papers with you (*handing in the same*).

2319. I omitted to ask you whether the fund was available for natives, or were the benefits confined to English poor?—Only Europeans and Eurasians.

2320. Can you tell the Committee what is the annual expenditure at the present time in allowances and donations?—Last year the expenditure was 5,649*l.* 14*s.* 10*d.*, inclusive of 448*l.* 8*s.* 4*d.* office expenses.

2321. And you have pensioners still on the fund numbering 223?—Yes.

2322. Of course the number of claimants upon the fund is steadily diminishing year by year?—It is; but still occasionally they come back again under one of the rules. It is administered on the same lines as the Indian funds are. For instance, the widow of an officer in the Indian Army gets a pension; if she marries she loses it; but if she is widowed again she reverts to the fund.

Chairman—continued.

2323. Is your fund available for the survivors of men of all ranks?—All ranks.

2324. Officers as well as private soldiers?—Yes.

2325. And sailors?—Yes. The pensions to officers' widows are of course on a larger scale than to those of soldiers and others.

2326. They are graded according to rank?—Yes. Officers' sons were originally educated up to the age of 18; and then we put some into Sandhurst and gave them an outfit when they went into the Army, providing in some way for all. There are some surviving daughters still on the fund, and they have their pensions till they are married; if they marry they go off the fund.

2327. In inquiring into the applications from widows for example, according to your rule you have told us that you inquire into their circumstances?—Yes.

2328. Do you make any inquiries as to their character and industrial disposition?—Most minute inquiry is made into every application, and has been from the very commencement each quarter, before payment.

2329. I see it is stated in the rules that you have handed in, that it is not intended that widows shall live in idleness on the funds?—Exactly.

2330. That your fund is intended rather to assist them in making their way in life than to maintain them as dependent upon the fund?—Yes; and to ascertain what they are about, I send out every quarter to all the gentlemen, clergymen, and officers who pay these widows, a paper (I have not one here, but I could send you one), a printed form asking those gentlemen to reply to the following questions: "Is this woman living a fair and proper life?" "Is she still entitled to the benefits of the fund?" "Is she in service?" "Whether she is married again?" And that comes back before I issue the pay to that widow. Every inquiry is made as to their character and everything.

2331. In the event of a widow remarrying, does she cease drawing from the fund?—For the time being.

2332. But if she again becomes a widow, is she re-admitted?—She is re-admitted, on proper references as to character.

2333. Her application is considered as a fresh one?—It is reconsidered entirely, and it depends upon her character whether she is re-admitted or not.

2434. Will you please to state what are the amounts usually paid to widows?—It is all on the scale before you; it has never been altered. I may state, regarding that last remark, that it has never been altered, that some 10 years back, I think it was, there was an ascertained surplus, and the committee granted an extra 2*l.* per annum to all the soldiers' widows then on the fund.

2335. You found yourselves in a position to make that additional allowance?—Yes; and we also gave an addition grant to all the ladies on the fund as well as the widows.

2336. The childless widow of a private soldier, for example, receives 5*s.* a week, does she?—Yes; she now receives actually more;

5*s.*

Chairman—continued.

5*s.* a week is 13*l.* per annum, and she now receives 15*l.*, with the extra 2*l.* I mentioned.

2337. And that amount is increased according to the number of children that a widow may have?—Yes.

2338. So that if the widow of a private soldier has four children to maintain she draws a minimum of 9*s.* 6*d.* a week?—About that.

2339. On the other hand, the widow of a staff non-commissioned officer who has four children draws 12*s.* a week?—I think the widow will get 7*s.* and 2*s.* for the eldest child, and 1*s.* each for the three others.

2340. So that a widow without children receives 7*s.*; if she has one child, 9*s.*; and if she has four children the amount is 12*s.* a week?—Yes; and here, relative to that, let me say that all these allowances are terminable at the age of 16 for the girls; but now there are no soldiers' orphans on the fund with the exception of two blind, or crippled.

2341. When a child reaches the age of 16 the allowance to the mother terminates?—No; the allowance to the children, the girls at 16 and the boys at 14.

2342. I observe that your table of allowances is made, of course, in the form of payment to the widow calculated upon the number of children she has?—Yes.

2343. And that while, as the children reach the age that you have named, the calculation for them is struck off, the allowance to the widow remains?—Yes.

2344. Do you increase the allowance to the widow on her own account when she attains a particular age?—No, the committee make no distinction of age; it would make invidious exceptions, and the fund would not bear anything extra.

2345. But you are aware that the Patriotic Fund Commissioners increase the allowance when the age of 60 is attained, and they again increase it when the age of 70 is attained?—I was not aware of that.

2346. It has not been considered by the committee of your fund that such increase in the allowance is expedient?—No, they make no extra allowance in the case of illness or age. Of course, all these widows are now elderly.

2347. In determining the allocation of your fund, naturally, I suppose, in the first case you acquaint yourselves as to how generous an allowance the fund itself would bear?—Yes, at the outset, and since, as aforesaid, by additional grants when there was a surplus to bear it.

2348. Have you had any actuarial advice upon that point from time to time?—Yes, frequently; the last in 1889, when it was shown that the funds in hand were ample to continue all existing allowances.

2349. And your fund is calculated so that upon the actuarial opinion given you, it shall be capable of fulfilling the expectations you have given until the last survivor disappears?—Quite so. The last actuarial calculation was about five years ago; it was made by a Mr. Whitaker, who is now dead. He was the actuary to one of the large London insurance companies, and in 1885 he showed us that there was a surplus, and out of that surplus the committee were allowed by the Court of Chancery (I ought to have mentioned

Chairman—continued.

possibly beforehand that the fund has been in Chancery this last 18 years), on the recommendation of the committee to dispose of 3,000*l.*, 2,500*l.* of which was given to the Royal School for Officers' Daughters at Bath, and 500*l.* to the Royal Cambridge Asylum for Soldiers' Widows, as being cognate institutions.

2350. Did the contributions to those funds entitle you to any special privileges in the way of recommendations?—Votes.

2351. Were the privileges accorded to your Committee calculated as an equivalent for the amount contributed?—I cannot say; I presume so.

2352. It did not enter into the determination of the amount?—It was given to them as an evident surplus, and the committee never had it in their minds to create what may be called a tontine fund, or a large surplus. From the very first they always had the view before them of bringing the fund to a close with the last pensioner.

2353. It has not been contemplated that the fund should retain a surplus as a nucleus for any subsequent wars of the same kind?—No.

2354. You have already stated that awards are calculated on the assumption that with the disappearance of the last person having a claim upon it the fund will have been exhausted?—Practically.

2355. Is there any other point to which you would like to call attention in regard to the administration of the fund?—I should like to show you that the charge of the fund now is simply under the direction of the Court of Chancery (*handing in a document*), the Commissioners simply administering the income.

2356. How far do you keep yourselves in communication with the Patriotic Commissioners, for example?—We have nothing to do with them. In connection with the document I last handed in, that is a copy of the last return I made to the Court of Chancery (*handing in the same*).

2357. But you are aware that the widows and orphans whom you relieve, the orphans particularly, are entitled to assistance from the Patriotic Fund Commissioners?—I am not aware of that.

2358. Do you take no pains in making your awards to ascertain, by direct communication with the Patriotic Fund Commissioners, whether they also are extending benefits to the same applicants?—No, I cannot say that we do or ever have done. We understood that they were for the Crimea; and this is an Indian Mutiny Fund specially. We frequently get them sent on to us.

Lord *Edmund Talbot.*

2359. Where from?—From the Patriotic Fund Commissioners. They apply there. At the outset these people as widows of men whom we knew to have been killed, by a reference to the War Office, in the Mutiny, were in England and were identified as the people they professed to be, were admitted upon our fund then and there; and most of them are on still.

2360. I will ask you, if you please, to dismiss from your mind for the moment the consideration of the widows, because we know that in the case of the widows the powers of the Patriotic

Lord *Edmund Talbot*—continued.

Fund Commissioners up to the present time are limited to those whose husbands died of wounds or in consequence of casualties contracted in the Russian War?—Yes.

2361. But the Patriotic Fund, by subsequent deeds and Acts of Parliament, has been made available for children of soldiers who may have lost their lives in battle in any other war, or who may hereafter lose their lives in the service of the Crown; and, therefore, the children whom you are aiding might be entitled to benefit from the Patriotic Fund?—Possibly, but I am not aware of it.

2362. Do you deal with orphans whose mothers are not living?—Yes; I was just going to say that we have but five children of soldiers on the fund now, and they are five orphans; one is insane, one is blind, another is a cripple, and I cannot exactly say what the other two are; there are but five children on the fund of that class now.

2363. Perhaps, then, we may take it that children who would be claimants on the Patriotic Fund under the conditions that I have called attention to, have now grown beyond the age at which they are entitled to assistance?—Yes, all our boys were sent out at 14; girls at 16.

2364. But, I think you stated at an earlier stage that you made investigations into the circumstances and into the other sources of income as well as into the general character of all those to whom your relief is extended?—Yes.

2365. And that in the case of misconduct or discreditable life, the recipients are struck off the list?—Yes, they are. All our pay is disbursed to the soldiers' widows, either through some military pay office or through some clergyman. There are certain questions, as I said just now, which are sent out each quarter to, and answered by, the clergyman, and attested by his signature; and on that the payments are made. One of the questions is, "Is this widow in any way disqualified from continuance of the relief."

2366. Who are the persons on whose report you rely in such cases?—Either the Military Paymaster or the clergyman who pays each individual widow.

2367. In disbursing the relief, I think you have stated that you require a statement, on the occasion of every payment, as to whether the recipient is of a character which entitles her to the benefit of the grant?—Yes.

2368. And therefore you are kept continuously informed as to the circumstances of each recipient?—Each quarter.

2369. I suppose you would claim that your method of operations enables you to obtain from the money at your disposal the largest benefit that could be anticipated?—I think so.

2370. You have stated that the expenditure last year was 5,649*l.* 14*s.* 10*d.*?—Yes.

2371. The secretary draws an annual salary of how much?—£300.

2372. What other expenses are incurred?—There is the rent of the offices, 55*l.*, sundry law costs incidental to Chancery, and the small office expenses.

2373. Can you tell us what percentage upon the amount expended is incurred in the administration?—I think you have the total there; it is 27,000*l.*; about 4¾ per cent.

Lord *Edmund Talbot*—continued.

2374. I would rather take it for any year; for example, last year the expenditure was 5,649*l.* 14*s.* 10*d.*?—Yes.

2375. That is the year's expenditure, not only including the allowances made to the beneficiaries, but also the cost of management?—Yes.

2376. Can you tell us how much of that was expended in management during the year, approximately?—£. 448 8*s.* 4*d.*, including salaries, rent, and everything.

2377. Postage and all that?—Yes.

2378. Then the whole expense of administering your fund, diminished as it is now in volume, is not more than about 7 per cent.?—Is it so much as that?

2379. Observing the aggregate figures which you put in of disbursements extending over the 27 years, an honourable Member says it works out to something less than 5 per cent.?—Yes.

Mr. *Kearley.*

2380. It has cost you 23,000*l.*, roughly, to disburse 516,000*l.*?—Yes, I did not think it was 7 per cent.; it may be in one particular year, but it would hardly be a just conclusion to put the 7 per cent. on the year, whereas on the whole aggregate it is so much less.

Chairman.

2381. We take it that while your staff, such as it is, has to continue, with the diminished volume of funds you have to distribute, your percentage of expense must necessarily be a little larger?—Yes, possibly.

2382. Do not suppose for a moment that I am reflecting upon it as extravagant?—No.

2383. Would it be convenient for you to make up this statement to the present time and to put it in with your evidence?—I could do it next week.

2384. Yes; I am speaking now of the general aggregate statement?—Yes, quite so; I will carry it on up to the end of 1894, and send it.

2385. In the case of the children who are under your charge, you provide in certain cases for their education?—We did so long as they were children, but there are none on the fund now; it is 37 years ago, and we have a few young ladies on the fund, that is all, no boys.

2386. As regards the young ladies on the fund, who are the daughters, I suppose, of soldiers, are they retained after the age of 16 when from any infirmity they are incapable of earning a livelihood?—Certainly; amongst those are the five orphans I mentioned who are, one blind and another paralysed, and so on, but these are orphans of soldiers; we still have a few ladies on the fund, orphans of officers and others, not suffering from any infirmity.

2387. There the rule which terminates the charity at 16 is relaxed?—Yes.

2388. And no limitation of age is imposed at all?—No.

2389. From the experience that you have had you must have been aware of the existence of certain other funds raised in India for similar objects to that for which this particular fund was raised?—Not in connection with the Mutiny, not to my knowledge.

2390. Do you know anything about Lady Roberts'

Chairman—continued.

Roberts' fund?—There was a large sum remitted from this fund at the outset to India, amounting to 140,000*l.*, which was administered there by local committees. There was a fund called the Punjaub Fund, and Bombay, Calcutta Funds.

2391. For instance, there was the Afghan War Fund?—That has nothing to do with us, nor we with them.

2392. Was there no danger of those who are receiving assistance from the Bombay Military Relief Fund, the Afghan War Fund, Lady Roberts' Fund, and other charities of that kind, conflicting with and overlapping yours?—I think not. During the Mutiny there were certain local funds raised; there was the one that you mentioned, Afghan War Fund, having no connection with us, the Bombay Relief Fund, and there was the Punjaub Fund; but there is nothing in connection with the Indian Mutiny Fund. But all those names are upon my books in London here; the names of the sufferers who were relieved by them from London are upon my books in London here, so that they are not paid twice over.

2393. You take pains to keep yourselves informed as to what was being done by other funds of a more or less similar character?—Yes; for instance, I may read out from my book here a list of remittances to India; these were also at the outset of the fund. There was 87,787*l.* 14*s.* 2*d.* remitted to Calcutta; to Bombay, 20,619*l.* 2*s.* 10*d.*; to Lahore, 12,000*l.*; to Oude, 5,178*l.* 9*s.* 1*d.*; to Delhi, 5,344*l.* 14*s.* 4*d.*; to the Lawrance Asylum, 10,000*l.*; and to Agra, 10,356*l.* 18*s.* 2*d.*

2394. In what year were those sums remitted?—Up to the year 1866; they were at the outset, altogether in the first few years. We still pay 400*l.* per annum to India.

2395. These were funds sent out for the benefit of those continuing to reside in India?—They were grants sent out for the immediate relief of sufferers there. The suffering was, as you know, very great.

2396. As they returned to England the administration of the relief was transferred from the Indian authorities to your correspondents at home?—Yes.

2397. Is there anything you would like to say further?—I may say that these grants were not in the way of allowances; they were all grants for the immediate relief of sufferers in India at the time.

2398. The first aim was to give relief in the form of gratuities and grants; your subsequent policy has been rather to give something in the form of continuous allowances?—Yes, permanent allowances.

Mr. *Kearley.*

2399. What threw this fund of yours into Chancery?—The application of the committee. It was originally a trust fund; the trustees were Mr. Alderman Finnis, who was Lord Mayor in 1857, Mr. Thomas Hankey, governor of the Bank of England, Mr. Phillip Cazenove, a broker in the City, and General Tremenheere, R.E.; they were the four trustees. After a period of years these gentlemen were getting old, and they wished to divest themselves of the trust. We

Mr. *Kearley*—continued.

first applied to the Charity Commissioners, and they would have taken the whole fund over and taken all responsibility out of the committee's hands, and the management also; but the committee did not wish that, so they applied to the Court of Chancery for permission to pay the whole fund into Court to the credit of the Paymaster General, the committee still remaining as the committee to administer the income. It was on their own application. I will send a copy of the application up to you if you like.

2400. It was a voluntary action?—Yes. I got these documents yesterday from the solicitors rather hurriedly; they are their own private copies (*handing in some papers*). That shows that the fund was put into Chancery at the request of the trustees, and that they were not forced to do it.

2401. That is what I wanted to know?—It was of their own wish and will.

2402. Has the Court of Chancery exercised any supervision over the administration, or are they merely custodians of the fund?—I send in every year a Return of that nature (*handing in a Return*), giving the name of every recipient of the fund.

2403. Making a full discovery of what you are doing with the money?—Yes; and each of those payments is vouched by a receipt, and initialled in Mr. Justice Chitty's rooms.

2404. Has the Court of Chancery ever questioned any of your payments. I do not mean as regards the genuineness, but as regards the advisability of the amount, or anything like that?—No. Once or twice there has been a query upon it, as they call it, and it has been referred to the Attorney General, but it has always been passed.

2405. Then they are exercising something more than mere nominal supervision?—Most perfect supervision. This (*handing in a document*) is the 18th account; this, after being vouched, is copied into the book called the Court of Chancery Book, which I have to swear to, and then they pass it, and this account is kept in the Court of Chancery. I keep my copy.

2406. I see that last year your income was 1,860*l.* and your expenditure 5,649*l.*?—Yes.

2407. So that you evidently go in for the policy of exhausting your fund for the benefit of those for whom it was originally subscribed?—Yes.

2408. Has that always been the policy?—Yes, always.

2409. And speaking, as I suppose you can, as a gentleman having large experience, do you consider that that is the proper way to administer a fund that is subscribed for a particular object and purpose?—I am only the servant of the committee, and they have made the rules; but it does appear to me, if you ask me the question, that to give the highest possible annual grant to each person on the fund is desirable, instead of keeping a large surplus to be made ducks and drakes of, possibly, by-and-bye by somebody else. That is, however, only my own private opinion.

2410. You have now on the fund 223 beneficiaries?—Yes.

2411. And you hope they will exhaust the

 balance

Mr. *Kearley*—continued.

balance in hand of 46,000*l.*?—It is expected that they will approximately.

2412. You do not expect it to balance exactly?—No.

2413. May I ask whether you anticipate any large surplus accruing?—I doubt if there will be a large surplus; but I may say, that I know that the desire of the committee would be, in the event of any surplus accruing, to apply to the court before the final winding-up of the fund, that it might be applied in the same way as the 3,000*l.* that I have already mentioned has been applied.

2414. By increasing the grants?—No; because all the persons will be supposed to be off then, but by giving any possible surplus then existing to such institutions as the School for Officers' Daughters at Bath, the Royal Cambridge Asylum, or any other institution of a like nature, meant for soldiers' widows or orphans.

2415. Who are the committee managing this fund?—They have been changed a great many times. General Tremenheere, Dr. Grant, H. D. Sandeman, Esq., General Dodgson, C.B., George Finnis, Esq., General Cave, General Holroyd, General Murray, General Baker, Dr. Cockburn, and J. Berry White, Esq.

2416. How are these gentlemen appointed?—By the Court on application; we have authority now, whenever the committee are reduced to six, to appeal to the Court for new members.

2417. That is to say, when vacancies arise through death or retirement, the Court makes additional appointments?—Upon the recommendation of the committee, generally men who have been in India and connected with the fund there, or friends of the present committee, are asked to join.

2418. Was there any trust deed governing the administration of this fund at the outset?—I have never seen one.

Mr. *Kearley*—continued.

2419. The committee exercise a discretion?—It was simply vested in their names. I may say that I think there was not a trust deed, as the money was simply vested in their names at the Bank of England; there may have been, I know not.

2420. Let me ask you this question: Is the Committee bound down by any hard or fast regulations as to the administration of this fund, or does it exercise a latitude of discretion?—We cannot go beyond the rules; and there are no other rules than I have already explained to bind the committee. If they see a distinctly deserving case, say, an application from some woman who has suffered very much in India during the Mutiny and she has lost money there, they may even at this day give her a grant of 100*l.* or 200*l.* if they think it needful.

2421. Then they have discretion?—Yes; then the order goes before the Court of Chancery each year, and the Court of Chancery may object to it; but as a *fait accompli* they probably would not ask the committee to refund the money.

2422. Have you been in the Army yourself?—Yes, I was all through the Mutiny with General Havelock.

2423. Do you mind my asking, are you in receipt of a pension for services?—I am, from the India Office.

2424. Are you in expectation of receiving a pension from this fund at any time?—That is beyond my power to answer.

2425. It is no part of your contract?—Oh dear, no.

2426. You have no contract?—Not at all.

2427. Can you tell me whether any of those who have been in the service of this fund have received a pension on retirement?—None at all. The former secretary retired in 1863, and I have been secretary since 1863 myself.

Lieut.-Colonel THOMAS TULLY, called in; and Examined.

Chairman.

2428. YOU are, I believe, secretary of the Royal Military Tournament?—I am.

2429. And you are also honorary secretary of the Imperial War Fund?—I am.

2430. You are aware of the terms of the reference to this Committee?—I am.

2431. Are you able to give us some information with regard to the fund subscribed after the campaign in Egypt?—Yes.

2432. In what year was that?—The first meeting was held on the 23rd of October 1882, a formal meeting.

2433. A reference is made in the general statement you have put before us to a military tournament given by Lieutenant-General Taylor at West Drayton Hall?—Yes; he was then Adjutant-General during Lord Wolseley's absence in Egypt; and his wife, Lady Jane Taylor, gave a tournament there, which was very successful. That was the beginning of the idea.

2434. The balance of the receipts from that tournament amounted to 616*l.*, I think?—That is so.

Chairman—continued.

2435. Did that sum become the nucleus of a larger fund?—Yes, it did.

2436. Are you able to say what amount was received altogether?—I think I must divide it into two parts. There were two applications to the public for subscriptions, one for the first Egyptian War, and the second for the Eastern Soudan War, if I may so call it.

2437. I see on one of the forms you have put in there is the title "The Imperial War Fund"?—Yes.

2438. Was that fund intended to comprehend the two campaigns to which you refer?—Yes, and all future campaigns.

2439. The idea was to found a permanent fund?—A permanent war fund.

2440. Available for all classes of persons who had been injured in any campaign?—Any campaign.

2441. Should I be right in saying, for whom provision had not already been made by some other fund?—Undoubtedly; we took pains to inform ourselves on that point.

2442. Perhaps

Chairman—continued.

2442. Perhaps you will just, in answer to the question, state what were the principles of the application of the fund laid down by those who made the appeal to the public for subscriptions?—At that time the Government did not give a pension to the wives and families of soldiers who died of disease or wounds on active service; they gave them a year's pay and there it ended. In the case of a man who died from disease, if my memory is correct, the widow got nothing.

Lord *Edmund Talbot.*

2443. Not even the year's pay?—Yes. I am going back 10 years, but I think I am correct in that. This fund was intended to afford temporary relief, that is to say, immediately, not to wait for more forms than was necessary; and that was invariably done through the officer commanding the regiment or battalion, or the military chief immediately above persons who died and who would know all about them. Then the second object was to afford permanent assistance to the families of the killed or disabled men by either direct aid or grants of money to institutions already in existence having such object in view. As an example we set up at that time a good many invalided men in business, a man who had lost a leg or an arm, for instance. One particular case was rather a hard case of a non-commissioned officer who was just going to get his commission in the Royal Artillery. He lost a leg in Egypt, and we bought a post-office for him in Birmingham, I think, and paid 40*l.* and established him for the rest of his life. It was rather a hardship his just losing his commission by that wound. The committee took large discretionary powers to do what they thought best in every individual case.

2444. What was the amount which was given in response to the appeal?—I have some figures here, but not exactly an answer to your question. The total amount distributed by the Imperial War Fund from its foundation down to now has been nearly 7,000*l.*

2445. Does the fund still continue?—I propose to put in last year's balance sheet (*handing in the same*).

2446. The balance sheet which you have just put in represents that you have invested, and in hand, a capital of 5,212*l.*?—The amount at present is 5,212*l.*

2447. That includes dividends which have been received during the year?—Naturally.

2448. And your expenditure out of that fund during the year in the way of relief, was how much?—£56. I may here explain that since a large sum was handed over out of the Soldiers' Effects Fund to the Patriotic Fund, the claims on our fund have practically disappeared.

2449. Then, perhaps, I had better bring you up to that. Up to the time of the transfer by the War Office to the Patriotic Fund of a sum from unclaimed soldiers' effects there were a large number of sufferers by the wars, who received no kind of public assistance at all?—Yes.

2450. And you have already explained to the Committee that it was to meet those cases that your funds were formed?—Yes.

2451. In the first place, the Egyptian War

Lord *Edmund Talbot*—continued.

Fund, and that, am I to understand, was merged in what was called the Imperial War Fund?—The Egyptian War was over; so the trustees took power to deal with other wars than the Egyptian, and the fund was called the Imperial War Fund.

2452. And under the title of the Imperial War Fund your operations are still carried on?—To a limited extent. We are ready for another war.

2453. How many recipients have you upon the fund at the present time?—Five. I will put in this document, if you like, which shows the amount of money distributed up to the 31st of December 1883, which was the first year (*handing in the same*).

2454. You have submitted to the Committee a statement of the claims admitted, and payments made from the formation of the fund up to the 31st of December 1883?—Yes; that was the first and the worst year.

2455. That is practically within one year?—At the end you will find the totals added up. That shows the class of applicant and what was done in each case.

2456. During that year you relieved 96 widows, 27 relatives, and 237 invalids; in all, a grand total of 360?—That would be so.

2457. At the present time, however, the number of claimants upon your fund is small, and that is attributable to the creation of the Soldiers' Effects Fund, as administered by the Patriotic Fund Commissioners?—Undoubtedly. These cases which we now deal with are cases that are not dealt with and cannot be dealt with by that fund.

2458. Do you think it is worth while to keep your fund alive for so small a range of benefits?—It does not cost much.

2459. What does it cost?—Nine shillings a week; 25*l.* a year covers everything.

2460. Including the whole cost of administration?—Yes.

2461. Including the handsome salary you draw yourself?—Yes.

Mr. *Kearley.*

2462. That is to administer an expenditure of how much?—£56. That question of percentage is misleading. You could administer that pay to five widows very likely for a sovereign in the year; but you must have a local habitation, an office, and a name and address, and you must see that the dividends are collected; and somebody must look after all that. There is always a danger if a fund is not looked after that it may disappear.

Chairman.

2463. Has it not occurred to you that it might be worth while to ask the Patriotic Fund Commissioners to accept the responsibility of your disbursements?—That is the very last thing that would occur to me.

2464. Will you tell me why? One of the points that we have to consider is the view held by some, that concentration and consolidation of these various funds under one management would be beneficial?—I think that one of the

Chairman—continued.

first principles of the administration of a charitable fund is a little sympathy.

2465. Giving assistance by a sympathetic hand and personal communication?—Yes.

2466. And you think that you have been able to insure that in a larger degree than would be the case by a board of commissioners?—I think so. I can go further than that and put in an extract from the "Daily Chronicle" of 4th May 1883 (*handing in the same*). You will see the paragraph marked, there, with reference to that very question of the Patriotic Fund at our meeting, when the question of the trust deed and so forth was considered.

2467. These quotations from the papers merely indicate that it was stated in your Report in 1883 that the consolidation of these funds would not be advantageous?—I may state that there was a very strong feeling at that meeting against this fund or any balance being handed over to the Patriotic Fund Commissioners. It was an expression of opinion.

2468. And the opinion expressed at that meeting is shared by you?—Undoubtedly.

2469. Will you explain to the Committee, if you can, in a few words, the particular advantage which, in the case of this comparatively small number of claimants, is enjoyed from the fact of your administration of the fund?—I would not say that there is any special advantage to those five claimants now.

2470. Then I go back to the origin of the fund, and to those who participated in it in such large numbers. In what form was the assistance given generally, in gratuities, or in continuous payments?—The difficulty that a poor woman, the wife or widow of a soldier or sailor, was left in, was that she wanted money at once; the pay-note in the Navy was stopped, or the pay in the Army. I venture to submit that in this fund then (as would happen again in case of war breaking out) the relief would be instantaneous.

Lord *Edmund Talbot.*

2471. After the death?—Yes, naturally. The moment the death was known, by the promptest means known to modern science, the commanding officer, or some responsible person, such as a clergyman, would be communicated with and immediate relief would be given.

2472. Do you recognise the claims of seamen as well as soldiers?—Yes; you will see in that list a great many claims from the relatives of seamen.

2473. And grants were generally made in the shape of pensions for a limited period?—Yes, at that time; but there was a little storm in Parliament about it; the question was raised in the House of Commons. We did give pensions then for periods, but as the pension from the Patriotic Fund came into operation naturally ours ceased.

2474. Were the grants made graded according to rank?—That was the principle; they were graded according to rank.

2475. The widow of a private soldier drew 3*s.* 6*d.* a week, and of a colour-sergeant, 5*s.*?—That is correct.

2476. And to those allowances for the widows

Lord *Edmund Talbot*—continued.

1*s.* 6*d.* a week was added for each child?—Yes.

2477. But those grants were only made for the immediate and urgent necessity, and, that term completed, their claims were reconsidered?—Yes, each one.

2478. What has become of them during the last 13 years; have they dropped out of sight, those who benefited?—I frequently get letters, and we sometimes give a little help in exceptional cases; but all those cases you speak of have, in the way you put it, dropped out of sight; they have been dealt with by the State in some way.

2479. I suppose we may take it that the larger proportion of them are benefited from the Soldiers' Effects Fund?—Undoubtedly.

2480. In what respect is the Soldiers' Effects Fund insufficient for meeting the cases which you regard as properly devolving upon your organisation?—There are only five beneficiaries from our fund at the present moment, as I explained.

2481. But pardon me; I am rather looking forward to a future war. You are keeping yourselves alive and reserving your resources in order to meet the occurrence of another demand similar to that which called you into existence before?—Yes.

2482. What kind of cases do you anticipate will make claims upon you which will not be met from the Soldiers' Effects Fund?—Let me assume that the 10th Hussars are ordered to any part of the world you like at 24 hours' war notice. There are a number of married men in that regiment, and their little homes in barracks are broken up at once. We should immediately send to the officer commanding that regiment a sufficient sum of money to prevent any of the women and children of the married men of that regiment being losers by the sudden movement of that regiment on war service.

2483. Do you know of the existence of a society called the Soldiers' and Sailors' Families Association, administered by Colonel Gildea?—Yes.

2484. Who seems to draw about as much for his services as you get for yours?—Precisely, I should think about the same.

2485. Is it not the particular province of that association also to do the work that you have just described?—I think that, as in recent administrative matters of State, concentration is not always an advantage, even in military matters.

2486. But you have spoken of a regiment being suddenly ordered abroad and a certain number of wives and children being left at home; and you say that you would instantly come to the assistance of those families?—We have done so, and doubtless should again.

2487. What I asked you was, is not that one of the principal functions which has been undertaken by the Soldiers' and Sailors' Family Association?—It has copied us, I believe, in certain respects.

2488. Is there not then rather a danger in this amiable conflict between two societies of the evil which is so constantly referred to, and which we all

Lord *Edmund Talbot*—continued.

all understand when we speak of overlapping?—Academically speaking, yes.

2489. Do you put yourselves into friendly communication so as to avoid that overlapping?—I should do that with the officer commanding the regiment.

2490. Would he also be appealed to by the other association?—I hope he would exercise that discretion which persons in authority always do in such cases.

2491. Supposing that the officer commanding the regiment has gone off with the troops himself, what would you do?—There is always a head left.

2492. But if I remember rightly, it was stated by Colonel Gildea that they had spread all over the country a network of organisation which undertook this work of dispensing the relief that they were able to place at their disposal?—There is this difference between Colonel Gildea's work and that of my fund, if I may call it so: that he attempts to grapple with a subject which we, I think prudently, have left alone. I think personally that his fund is rather a temptation to soldiers to marry without leave. It is an old subject, but we do not touch it. Although we do not refuse relief to a woman who has married without leave, whose husband is killed, we do not touch the family question in time of peace at all. Ours is a war fund exclusively; theirs, I think, deals with the peace aspect of it as well, which, of course, is a very valuable one, and is no doubt doing very good work. We do not think ourselves strong enough to deal with that.

2493. Perhaps I ought to have explained that, although it is very interesting to us to hear anything that can be told us of the care which is taken of the families of soldiers, still, the range of our inquiry is as to the widows, orphans, and dependent relatives of soldiers, sailors, and marines, who have actually lost their lives in the service of their country?—Quite so; therefore, we are in the same boat, if I may use the expression. I would here put in a document that I compiled myself ten years ago with a great deal of trouble (*handing in the same*), in which the various funds which exist are mentioned.

2494. You have made yourself acquainted with all the naval and military funds available for the service of soldiers and their families?—Yes. My own fund has not been actively engaged lately, but I am generally speaking, fairly acquainted with the several funds and their principles of distribution.

2495. And you have taken the trouble to compile a return, or paper, showing the name and objects and financial position of all the funds which you have been able to get cognisance of?—Yes, which I could get at the time. It was very troublesome, I admit.

2496. You have told us a great deal about what you do for families of men who are still living in the Service; but now will you tell us what is the general character of the assistance you give, or are prepared to give, in the case of widows, orphans, and dependent relatives?—Of course, the conditions are slightly different now, because a widow at the present moment is entitled to a certain pension, but there are delays in getting that money.

Lord *Edmund Talbot*—continued.

2497. Then you think it would be an important duty that you should be prepared to undertake to seek out cases of need and afford instantaneous relief?—Instantaneous relief.

2498. What particular method would you follow in arriving at a knowledge of the cases requiring relief?—I read the Army List, and I know the movements of the troops; I am in close touch with the Army through the Military Tournament, of which I am secretary, and I know Army movements pretty well. I should know if even a company of the Ordnance Store corps were moved on foreign service, and I should communicate with the officer commanding it.

2499. Then from your military knowledge and familiarity with Army organisation, you know exactly how to get at what you regard as the best advice as to the manner in which your assistance is required?—I think so.

2500. Is there anything further you would like to say to us?—Only that I have prepared a *précis* of the trust deed, which I shall have great pleasure in handing in.

2501. How was that trust deed arrived at?—By a meeting, convened by advertisement, of subscribers and the committee; a large meeting.

2502. At the original inception of the fund?—Yes.

2503. Has it undergone any change since?—No.

2504. It is, then, the legal instrument under which your funds are held and the work is carried on?—Yes; I can show it you, and you can look at the signatures of the trust deed, and you can recognise some of them (*handing in the same*).

2505. It appears that you are under the patronage of Her Majesty the Queen, H.R.H. the Duke of Cambridge, and others?—Yes; and Her Majesty gave 150*l.*

2506. And I find among the signatories to the trust deed are such well-known persons as Lord Wemyss, Lord Wolseley, and others distinguished in the Services?—Yes.

2507. Do they take any personal concern in the administration of the fund?—I see that they do. I sent out, on receipt of the summons from this Committee, a notice to all of them that I would attend here to-day, and I sent each of them the balance-sheet and information up to date, so that they might, if they thought fit, write to me or say anything; but I have received no communication.

2508. But the character of your work does not necessitate their being called together from time to time at present?—The treasurer is Mr. Frederick Cox, of Messrs. Cox & Co., and I consult him about everything that is done in connection with the fund.

2509. That is the well-known firm of Army agents and bankers?—Yes.

2510. Practically, your fund is lying idle except in time of war?—Yes.

2511. And at the present moment you are spending 56*l.* a year?—In relief. I should like to explain those cases once more. One, for instance, was the mother of a man in the 1st Battalion South Staffordshire Regiment, who

Lord *Edmund Talbot*—continued.

died at Alexandria of dysentery, and who allowed his mother 1*l.* a month out of his pay. I do not think there is any military fund that could deal with that, that could recoup her for that or put her on any pension list. We pay that 1*l.* a month to her.

Chairman.

2512. She would be entitled to assistance from the Soldiers' Effects Fund, would she not?—Not in the case of a man who out of his pay allowed his mother 1*l.* a month, I think.

Mr. *Kearley.*

2513. If it could be proved that she was absolutely dependent upon that 1*l.* a month, the Soldiers' Effects Fund would meet it; but if he was allowing it to her simply as an act of liberality, and she had an income beyond that, it would not?—I take the precaution every quarter of getting a certificate from the clergyman of the parish that So-and-so is a respectable and meritorious person, and in need of financial assistance, and is recommended for assistance.

Lord *Edmund Talbot.*

2514. How long, on the average, was anybody that you gave relief to in getting it, from the time of the death of the husband we will say?—That is rather difficult for me to say now, but practically she gets it as quickly as possible.

2515. One of your objections to the Patriotic Fund, I think, is delay?—Yes.

2516. Cannot you give us any information as to the extent to which you are able to compete with them on that point?—I will give you one case. I think it was the Dorset Regiment (I will not swear to that) that was ordered from Chatham to Malta at a few hours' notice. I sent a telegram to the officer commanding, and I sent 30*l.* down by special messenger in gold to help the women and children, and so forth, to make their little arrangements to get out of barracks. They had to go off at once, as they must do sometimes.

2517. I do not mean a case of that kind; I mean a case during war, when immediate relief is required for the widow; how soon would she get it?—As fast as that certificate could be filled up and sent to me a cheque would be sent to the clergyman of the district.

2518. As a matter of fact, you have not worked that out?—It would be by return of post. The moment that form is filled up and signed by an officer of the Army, a magistrate, or a clergyman, the cheque would go back by return of post.

2519. Do you take any steps to investigate as to the continued good character of those whom you assist?—Yes; each quarterly payment of the limited number I have to make is countersigned by the clergyman of the parish or an officer of the Army or the Navy or a magistrate, as to the merits of the applicant.

Chairman.

2520. May I just interpose a question, as you referred to the clergyman of the parish. There is no intention on your part, I presume, to limit your aid to those professing any particular form of religious belief?—No, I myself am a Roman Catholic. We do not know either politics or religion in the administration of the fund.

2521. You would take the certificate of the clergyman or minister of any denomination?—Yes; any respectable person.

Chairman—continued.

Lord *Edmund Talbot.*

2522. I am not quite clear to what extent your objections to the Patriotic Fund at the present moment go?—Pray do not take me as objecting to anything. You asked me where were the advantages of this fund, and I put it in a different way

2523. You give us no evidence in support of your being quicker in relief?—It is difficult to prove a negative; but I should doubt very much whether you would get money out of the Patriotic Fund with our speed, even if they could deal with all those cases. How would the moving of a serjeant major, out of his rooms in barracks, and the expense that he is put to in moving his furniture, be dealt with by the Patriotic Fund?

2524. That is quite a different thing?—I think we should be quicker.

2525. In the case of a regiment moving, do you give assistance to the women off the strength, or do you limit it to those that are on the strength; have you any rule about that?—That is left to the officer commanding the regiment.

2526. You do not go into the question?—No; not in that case. We give 10*l.* to the widow of a man who is killed; we have power to give up to 10*l.* at once.

2527. Whether on the strength or off it?—Whether on the strength or off it, and 1*l.* to each child. That is an immediate grant.

2528. You do not distinguish between the two?—We would not discuss that in any way.

Mr. *Kearley.*

2529. How long did it take before you gave relief to these naval beneficiaries that are set out in this list?—It would be with the same speed, so far as practicable.

2530. How long did it take you from the time of commencing?—I have said before that, as soon as the form was filled up, a cheque was written and sent. The delay would not be at my end.

2531. Can you tell the Committee whether it occupied a month or two?—It would occupy about 12 hours after the form reached my office; it would go back by return.

2532. Have you made, or would you make, any enquiries at the Admiralty?—Yes; I have volumes of correspondence with the Admiralty.

2533. Would you get that through in 12 hours?—No. Pardon me; you asked me whether I made inquiries at the Admiralty. As to what? As to a particular case?

2534. Yes?—Not necessarily in each particular case. If I had the certificate of the commander of a ship, or the chaplain at Haslar, or an Admiralty official at Portsmouth,

Mr. *Kearley*—continued.

I should send the money straight to him without further reference to the Admiralty. As a matter of fact we did open a Portsmouth branch, and at the end of a certain time the balance was returned to us. We sent a lump sum to Chief Paymaster Southern District at Portsmouth, and at the end of the period he returned the balance that was unused.

2535. You would not stay your hand for fear that some of these beneficiaries might be getting too much?—I do not think that would be a vital defect.

2536. You do not think there is much danger of beneficiaries becoming enriched by some disaster to the husbands?—No beneficiary could be very much enriched by the maximum of 10*l.* that we begin with.

2537. Has it ever occurred to you to postpone the payment because the beneficiary had money coming from another source?—I frequently waited and made fresh inquiries.

2538. But what I want to get at is, whether you have postponed the payment, having admitted the entitlement of the beneficiary to it, to some future date because you happen to know that for the present the wants of the woman were supplied?—If I found that a person was not in immediate want of assistance, I should certainly postpone it. There is no title to relief created by our trust deed at all.

2539. And you would give notice that you were going to make some allowance; you would admit your generous intentions, but you would delay the handing over of the money until the woman had spent what she might have in hand from other sources?—Yes, I do not think it is a wise thing to hurl money at poor people; it leads to extravagance and waste, undoubtedly.

2540. Now, by your trust deed, you have power, I see, to apply any surplus to the relief of families of men suffering in future campaigns?—Yes.

2541. And, further, the trustees themselves have power, by convening a special meeting, to alter the objects and administration and distribution of the trust funds, and also to alter the provisions of the trust, provided a supplementary deed be drawn accordingly?—Yes, if it was thought necessary and desirable. There is also a full power that, in the event of every trustee dying, there are certain official trustees who have power to come in, so that the funds should not be lost in any way. I think it is the Secretary of State for War, the Commander-in-Chief, and the Adjutant General, those three, who would officially, in the event of the extinction of the trustees altogether, have power to take it up.

2542. This trust deed gives you a great advantage over many of those that govern the administration of funds in the hands of the Patriotic Fund Commissioners?—We intended that it should.

2543. You have not to wait until you can get some Parliamentary assistance?—No.

2544. So that you are able to administer your funds in what I may term an up-to-date manner?—Quite so.

2545. Up to a certain time you were relieving certain people?—Yes.

2546. But you discontinued doing so in consequence of the Government having handed over to the Patriotic Fund Commissioners the Soldiers' Effects Fund?—Each case was looked into, and naturally we did not strike the pensioners off *en bloc*; but if those to whom we were sending relief, came under the provisions of the Patriotic Fund, and they became entitled to these pensions, naturally we would not pay them twice over, it would not be desirable.

2547. Had you many claimants on your fund that you could not satisfy in consequence of its not being large enough?—No, our fund was quite sufficient for our purposes. We could not have carried the pensions permanently; that was impossible; and I may say frankly that we deliberately set to work to create public feeling on the subject, which resulted, as you know, in the money being handed over to the Patriotic Fund Commissioners.

2548. Have you ever studied the present position of the Soldiers' Effects Fund?—The Soldiers' Effects belonged to the dead soldiers; they do not now belong to anybody.

2549. Have you studied its administration since it has been handed over to the Patriotic Fund Commissioners?—No.

2550. Could you give us an opinion as to whether in the natural course of events there would be a larger number of claimants on the fund now than when it was first handed over to the Patriotic Fund Commissioners?—That is rather a speculative question, I think.

2551. I understood you to say that you made a great study of these questions?—I have admitted that I have not looked at that particular fund.

2552. I noticed that in 1885 there were 101 widows and 192 orphans on the Soldiers' Effects Fund, and in 1886, 99 widows and 213 orphans; but in 1894 there were 62 widows and 102 orphans?—Yes, they would be gradually dying out.

2553. Yes, gradually dying out, although the surplus assets have been increasing year by year?—Naturally.

2554. Would that be a natural development of the fund?—Yes, I should think so.

2555. They would be dying off?—Yes, except that I believe the United States Pension List grows annually; but that is exceptional.

2556. That is not an English pension list?—No. It would be the natural course of things for it to gradually die out.

2557. I see you are not spending your income?—No.

2558. Is it your intention to continue to accumulate funds?—We do not see any harm in accumulating funds. I hope there will never be another war, but I believe wars are always possible.

2559. Then you are pursuing the policy of waiting for something to turn up to enable you to spend your funds?—Yes.

2560. Is that because you cannot find a sufficient number of eligible persons to whom you could administer relief at the present time?—I am afraid you have missed the word "temporary" relief, it is not permanent, except in special cases such as I have mentioned. In very rare cases it is permanent.

2561. I will

Mr. *Kearley*—continued.

2561. I will apply that question to temporary relief. Cannot you find a sufficient number of eligible persons to exhaust this income?—That is not the subject before us; our fund is to bridge over the period between the disaster and the time that the State does or should step in.

2562. I notice in one of your statements that you referred to a scheme of amalgamation that appeared to be on foot?—That is Mr. Cox's statement, not mine. Mr. Cox said that, I did not.

Chairman.

2563. That was merely a suggestion of something in the air?—Yes.

Mr. *Kearley.*

2564. It was referred to at one of your meetings?—Yes; the question was raised in a rather pointed way, whether there was any intention of handing our surplus over to the Patriotic Fund. This was dealt with, but in a diplomatic way, by stating that there was no intention of so doing, but that there were certain questions of the amalgamation of these funds in the air, and it would be considered at the proper time whenever it arose.

2565. Do not you consider that amalgamation would be a good thing if the administration could be assured as being satisfactory?—That depends upon which way you amalgamate, undoubtedly.

Mr. *Kearley*—continued.

2566. I am not suggesting that the Patriotic Fund Commission should be the concentrating point of all these funds, but that there should be some amalgamation, possibly under one of the Government Department's control?—From my own personal point of view I do not think that would be advisable in the case of this particular fund.

2567. You think it would be better for these funds to be separately administered?—I am asked to give evidence about my own fund.

2568. You consider that whatever may happen to any other fund, yours ought to stand singly under its present excellent administration?—I say so by reason of our special knowledge of the army, and for other reasons. At the same time concentration of administration should be more economical than division.

2569. And do away with the possibility of overlapping?—Do away with that possible evil of overlapping. But when it is proposed to make it exclusively a Government Department, with all deference to all Government Departments, there is a tendency to get too official, which in the case of a charitable fund is not to be desired.

2570. I am assuming that the administration would be a good administration, like that of the Greenwich Hospital Fund?—Granting good administration, concentration is good, undoubtedly.

Mr. JAMES MILLINGTON, called in; and Examined.

Chairman.

2571. YOU are, I believe, the Secretary of Lloyd's Patriotic Fund?—I am.

2572. How long have you held that office?—Since 1864; I was assistant secretary from 1859, so that I think I am the oldest secretary of a patriotic fund in the kingdom, as our fund is the oldest fund of the sort in the kingdom.

2573. Where are your offices?—At 14, Cornhill, County Chambers, Cornhill, just close to Lloyd's, just opposite the Royal Exchange, where Lloyd's is carried on.

2574. The situation giving you an opportunity of frequently consulting with Lloyd's as cases arise?—Yes.

2575. Lloyd's Patriotic Fund originated in the popular and patriotic feeling of the country during the war with France, I think?—In 1803. It is really an offshoot of Lloyd's; it was founded by Lloyd's, aided by subscriptions throughout the country.

2576. There had been a peace, had there not, preceding it?—It was the second outbreak of the war. After the peace of Amiens had been broken in 1803 the war began again, and then this fund was raised.

2577. It was raised, as you tell us, at a meeting of merchants and other subscribers to Lloyd's?—Yes.

2578. Did those who were competent to do so vote out of the funded property of Lloyd's a large sum towards the establishment of the fund?—Yes, they voted 20,000*l.* from their own funds;

Chairman—continued.

then at a subsequent period, in 1809, they voted 5,000*l.*, and then in 1812 they voted another 10,000*l.*; so that they voted 35,000*l.* in all out of their own invested funds. That was quite independent of their individual contributions.

2579. Then the appeal for voluntary subscriptions was generously responded to?—Yes, it was very generously responded to.

2580. What was the aggregate amount that was subscribed within the years you have stated?—Between 1803 and 1815, or 1818, say, because something came in a little later than 1815, the subscriptions amounted to 430,000*l.* in round numbers.

2581. The intention of that fund was the application of it to the relief of widows, orphans, and dependent relatives of soldiers, seamen, and marines?—Yes, who were killed in action.

2582. Killed in action in the then war with France?—Yes.

2583. And of officers and men alike?—Yes.

2584. Wounded in action by the enemy?—Yes.

2585. And dying subsequently?—No, who were disabled by wounds.

2586. Then the relief was not limited merely to widows, the survivors?—No, the larger amount was given to the men who were wounded.

2587. Was there not a further proposal, and was there not a further application of the funds by way of rewards for bravery and personal merit?—Yes, there was; honorary rewards were given

Chairman—continued.

given in a great many instances in plate, and honorary swords, which are now very valuable, being very old.

2588. But that only continued over a limited range of time?—Yes.

2589. It ceased when?—The more serious calls upon the fund became too urgent to allow it to go on; I think it was stopped in 1809.

2590. From that time forward the grants were made on behalf of widows and orphans of men and in the shape of gratuities to officers and men who were seriously wounded?—Yes, who were actually disabled by wounds.

2591. What particular form did the grants take that were given to widows and orphans?—In the first times of the fund the widows received pensions, and widows have received pensions down to within 20 years, perhaps; but now the relief has taken a different form; it is given in the form of donations which are annually revised, that is, in the case of every recipient of a donation, the facts have to come up annually before the trustees, and they consider whether it is a case to be continued.

2592. And an annual donation does not commit those who have the management of the fund to its repetition?—No, although practically nearly all the donations are continued, because they are generally very hard cases in the beginning; they are given to people aged and infirm, and those cases, of course, do not tend to ameliorate as they get older.

2593. Is it not true that at a certain period in the history of the fund pensions were given to officers' widows for life, with a reversion to their children also for their lives?—Yes, that was done in the first two or three years of the fund.

2594. Are there still some survivors of that class?—I believe there is one survivor, the daughter of an officer. The pension was given to the widow of the officer with a reversion to the three children; she is the surviving child, and she has a third part of the pension that was given to her mother, which amounts to 6*l.* 13*s.* 4*d.* a year.

2595. Although the fund originated in a desire to assist those who had suffered during the war with France, have its benefits been subsequently extended to those who had suffered from other wars?—Yes, it was made applicable to every war except the Indian Mutiny, which was supposed to be provided for by a special fund.

2596. At what date was it made so applicable?—In 1840, so far as I remember.

2597. Considerably anterior to the origin of the Patriotic Fund of the Crimean War?—Yes.

2598. And to what extent are your benefits conferred?—The men who were disabled by wounds received in action are entitled, as they always were, to a donation, which is very often of use to set them up in business; or, if they enter the Commissionaires, it gives the necessary security and purchases the uniform. It is a donation calculated upon the severity of the wound, and the length of the man's service, say from 5*l.* to 15*l.*, or in case of non-commissioned officers, it is sometimes a little higher.

2599. But supposing that a soldier who has served his 21 years, or a non-commissioned officer, is entitled to a pension, would his claim to assist ance from your fund be recognised?—No, not unless he had been disabled by wounds.

2600. But if he had been disabled by wounds, he would be entitled to a pension on that account?—Yes; and so he would, of course, if he had served 21 years.

2601. But the sums to which he is entitled from Government funds are augmented, discreetly of course, by your fund?—By a donation which is of use generally to perhaps get a man into some small business, or something of that kind.

2602. And it is given discriminatingly for a particular purpose?—That is what it is supposed to be intended for, to assist men at the time, and as a first start in civil life; but we do not insist upon their applying immediately, although we insist upon it being done within five years of a man's discharge.

2603. Although that does not come within the scope of our inquiry, it is very interesting to know it. But now will you tell us in what particular form you give assistance to the widow, orphans, and dependent relatives of the dead soldier?—The great assistance that we give is in the education of children; in fact, that is our principal business. At the present time we have 136 children in various schools on presentations that we have purchased at various times, beginning in 1806, when we practically rescued the Royal Naval Asylum, now the Greenwich Hospital School. We were the founders of that, and we have the privilege of putting as many boys as we like in that school. In fact, we could fill it up to the exclusion of the Admiralty contributions, but we use that power discreetly. We have about 80 boys there.

2604. Do you mean to say your nominations take precedence of all others?—Yes, ours take precedence of all others; ours have to go in first; and then they order from the Admiralty to fill up.

2605. In regard to children of parents professing a faith other than that of the Church of England, how are they distributed; Roman Catholic children, for instance, are they excluded from benefit?—Not at all. We never inquire anything about religion, we take no notice of that whatever.

2606. Do you not select a school suited to the particular faith in which the children have to be brought up?—I think at Greenwich Hospital School they have Roman Catholic chaplains, I suppose they would, but we have never had that question raised.

2607. We have had evidence bearing upon the management of Greenwich Hospital School, but I imagine that you place your children at other institutions than Greenwich?—Yes, there is the Orphan Asylum at Devonport, the Royal British Female Orphan Asylum for daughters of soldiers, seamen, and marines, and we have 30 girls there.

2608. Do you give money allowances for the maintenance of children who are not sent to school in the way you describe?—No.

2609. Then you confine yourselves to the maintenance and education of children in such

Chairman—continued.

schools as you may select as most suitable?—Yes. The giving of money allowances was adopted formerly, but it was found not to be a good thing.

2610. What do you do with regard to the widows?—The widow of a soldier, as a rule, is no worse off than she was when her husband was alive, because it is more often that the soldier's wife assists her husband than that the soldier assists his wife. A soldier has nothing to give, but the wife very often keeps him in little luxuries by her work, she washes, or something of that kind. The soldier has nothing, so that the soldier's widow is no worse off than she was when her husband was alive, with the exception of about six per cent. of the soldiers who marry with leave, and then their wives get assistance from the regiment.

2611. But you are aware of the system by which seamen serving abroad make allotments from the wages to which they are entitled, which are paid to the families through the Admiralty?—Yes.

2612. And I have before me a statement of the arrangements which are made under the authority of the War Office, by which soldiers may make provision for their wives at home?—Yes, if they are able to do so.

2613. But you would hold that it is only a comparatively small number of soldiers on service who are able to do anything for the assistance of their families while they are away from home?—Yes, I think that is so. But in such cases, if the widow can prove that she has been deprived of some help by the death of her husband, then she would be assisted by Lloyd's Patriotic Fund.

2614. What form would that assistance take?—It would take the form of a donation, and it might take the form of putting one child to school, which is a far better form, because it takes the child from surroundings which are, perhaps, not very good, and trains it up to earn its own living. That is the case with children put in the Girls' Orphan Asylums.

2615. Has it occurred to you to continue to the bereaved family the assistance in the same amount and form which they have been accustomed to receive through the system of allotments?—The widow of a soldier, beyond a donation, would only be assisted in a permanent way if she were incapable of earning her living, for instance, through old age or infirmity. There are such cases on the fund. Very many are daughters of soldiers who have outgrown the age for the compassionate allowance and outgrown the age of capability of earning their living; a great many of them have been governesses, and some have partially lost their sight; a great many of those poor creatures get cataract. Those receive a donation, and the cases come up annually and the donations are repeated, so that practically they are pensions. We have very hard cases of that kind; and I do not think there is any other fund that looks to them; I am not aware of any.

2616. I gather that in making grants and renewing grants you are careful to ascertain the necessitous circumstances of the applicants?—Most careful, and very difficult it is.

2617. And you safeguard yourselves as far as you possibly can against the grants so made being encouragements to idle habits or want of self-reliance?—Yes; practically no assistance is given, at least no permanent assistance, to widows who are able to work; because, after all, they are in just the same position as they were before, or nearly so; some of them may have got a little assistance from soldier-husbands, but not many.

2618. What number of widows are receiving continuous assistance from the fund?—In widows you would include relatives like these daughters I have spoken of, who have outlived the compassionate allowance.

2619. Yes; that is to say, widows and dependent relatives receiving continuous assistance?—There may be 60 or 70 possibly.

2620. And do the grants made to those persons vary according to their circumstances?—Yes, entirely.

2621. Within what range, what would be the minimum?—We range from 10*l.* to 26*l.*; the maximum given is 26*l.*, because it is supposed that a woman who has nothing at all can exist on 10*s.* a week; but some of them have something. Sometimes the Government is good enough to continue their compassionate allowance of 12*l.* a year beyond the age, on account of their infirmity; then they would get something less from us.

2622. What is the amount of income which is now available for distribution?—It is about 2,300*l.*

2623. And what is about the average annual expenditure?—The average annual expenditure exceeds the income this year by 130*l.* The last two or three years it has exceeded the income by a trifle.

2624. Did you state what was the capital now invested and standing to the credit of the fund?—In cash value the capital amounts to about 85,000*l.*; that is, reckoning at the present price; it is in various railway securities, and in consols.

2625. How frequently do you have your funds valued for the purposes of such information?—They are in the hands of the Charity Commissioners, and they are always practically the same, they never change; so that the only variation in value is, as the funds rise or fall. We only deal with the income as regards cash.

2626. How do you mean, in the hands of the Charity Commissioners. They are administered under a scheme?—Yes.

2627. Who are the administrators?—The administrators are trustees who are chosen subject to the sanction of the Charity Commissioners, and the majority of them are underwriters of Lloyd's; eight out of 11 are underwriters of Lloyd's; one is a banker, Mr. Smith, of Smith, Payne's; and another is Mr. Bosanquet, and the other trustee, who is not an underwriter of Lloyd's, is the Chairman, Mr. Charles Hampden Wigram, who was formerly a shipowner.

2628. Can you tell the Committee the date of the scheme under which you are now governed?—It is just 20 years ago now, 1875.

2629. The average income then, you say, is how much?—I should say 2,200*l.*, roughly.

2630. And

Chairman—continued.

2630. And your expenditure sometimes exceeds that?—Sometimes it slightly exceeds that.

2631. But, I suppose, you endeavour to keep your expenditure and income evenly balanced?—We should like to do so, but we never allow a hard case to go by for the sake of keeping the expenditure within the income.

2632. Has there been any misgiving at any time on the part of those charged with the administration of the fund as to the wisdom of keeping it permanently up to the strength at which it now stands?—I am not sure that I quite catch the drift of your question.

2633. The funds were originally subscribed for a specific purpose?—Yes.

2634. After that purpose had been accomplished and the war was over, and the beneficiaries diminished in number, it was determined to apply the same to fresh purposes as they might arise?—Yes.

2635. And you contemplate that it will be permanently available for such claims as may arise in the future?—Yes, we hope so.

2636. Has it ever been considered by those who have the management that it would be expedient to distribute the funds to such claimants as might be found, and to terminate its existence with the close of the campaigns with which it was particularly identified?—As a matter of fact, when the French War was finished the whole of the fund had been voted away and more than was raised had been voted away, but there were certain annuitants on the fund, and to provide for those annuitants the trustees had purchased long annuities. Those long annuities were the salvation of the fund. They were bought very cheap at that time, and although the annuitants died off the annuities did not. We had 3,500 long annuities for 50 years, for that we gave 57,000*l.*; that paid us very well. The accumulation of those annuities are practically what the fund is now, or what the fund has grown from.

2637. But has the capital of the fund been augmented since 1815 by fresh subscriptions and contributions?—No, not at all, except that there was one subscription of 100*l.* in the Russian War. At that time the Lloyd's Patriotic Fund had it in contemplation to raise a large sum, but just then the Royal Commission came out and we did not wish to clash with them, so we simply dropped the matter.

2638. Then you regard your fund as available for permanent benefits; has it ever been considered expedient to hand over its administration to the Patriotic Fund Commissioners?—No, I think there would be the strongest opposition to that at Lloyd's; the Patriotic Fund Commissioners are not in very good odour there.

2639. You consider that you are able to administer the funds better for the purposes for which they were subscribed than would be the case if they were confided to the Patriotic Fund Commissioners?—That is the feeling of the trustees, and it is the feeling at Lloyd's, I think, and in the City generally.

2640. But those who are claimants upon your fund in very many cases are entitled to assistance from some of the funds administered by the

Chairman—continued.

Patriotic Fund Commissioners, are they not?—I do not remember any instance, I think it is possible that it might be so in some instances; but I cannot remember any instance.

2641. Do you apprehend any danger of the duplicating of relief given by your fund, by the recipients claiming from others also?—We make very careful inquiries, and we know exactly what these poor people have. If we thought they were getting sufficient from another fund, that would be quite enough; we should not give them anything.

2642. What method do you pursue in obtaining that information. Do you put yourself in communication with the Patriotic Fund Commissioners?—We inquire very carefully what their actual means are and where they come from, and they must furnish us with the names of some persons who know what their means are.

2643. Would it not be a more direct way to send their names round, and ask if they had been inquired into by the Patriotic Fund Commissioners?—Yes; but I think it would be a very rare circumstance that anyone who was entitled to relief from the Royal Patriotic Fund would come to us. They deal only with a certain class of widows and orphans. Certain hard cases have come to us (we consider that we are the safety-valve of all the funds) which we consider ought to have been dealt with by the Royal Patriotic Fund Commissioners, but we would not let them pass, because they would not help them, and we have helped them. There is a case which came within a month that I might mention. It was the widow of a very good soldier who had served 21 years, and been in the Crimea, and had borne a good character; after his discharge on a pension he died and left a widow, who is now over 70. This widow was one of the few women who had been chosen by the Government to go to the Crimea, and she helped the soldiers through the whole of that campaign. She nursed and washed. Although this man's death could not be directly traced to disease contracted in the Crimea, still there is no doubt that that campaign shortened his life, and there was a medical certificate that he did suffer from bronchitis and rheumatism; but I suppose the Patriotic Fund Commissioners thought he was an unconscionable while dying, and they would not help the widow, so we did.

2644. The Patriotic Fund is available only for the widows of those who have lost their lives in the Russian War, or have died of wounds received in that particular war?—Yes; but there was a very strong feeling at Lloyd's that an exception ought to have been made in a case of that kind where the woman actually went through the campaign, and helped the Army.

2645. But such a person would be entitled to assistance from the Soldiers' Effects Fund, or one of the other funds administered by the Patriotic Fund Commissioners, would she not?—She does not appear to have had anything from any such source.

2646. Your case is that there do come under your notice as worthy of assistance some who have made application to the Patriotic Fund Commissioners, but who, although meritorious in

Chairman—continued.

your opinion, have not been thought entitled to assistance from them?—That is only one instance; there have been others.

2647. I should like to ask you this: In the event of a case of that kind occurring which, in your judgment, was entitled to assistance by the Patriotic Fund Commissioners, do you not think it would be a wise thing before coming to a determination to apply to the Patriotic Fund Commissioners, and ask on what ground it had been refused by them?—Although I did not personally ask the Patriotic Fund Commissioners, I asked the officer who applied to the Patriotic Fund Commissioners, and he showed me a letter of the secretary of the Patriotic Fund, from which it appeared that she could not be assisted because her husband's death could not be directly traced to service in the Crimea.

2648. Then you maintain that without derogating from the work done by the Patriotic Fund Commissioners there still remain a number of claimants whose cases you are competent to deal with, and which are certainly meritorious?—Yes; the principle of the trustees of the Lloyd's Patriotic Fund is not to let a hard case go past if they can help it. Of course, regulations are good things, but after all the people ought to be considered more than the regulations; and we have very large powers under our scheme, and in exceptional cases we use them exceptionally, as we did in this case.

2649. How frequently is your committee of management called together?—They must, by the scheme, be called together at least once a quarter.

2650. Are applications heard and considered by them, or are they dealt with by you?—I am in daily communication with the trustees; they are at Lloyd's within two minutes of my office, and if there is a case which seems to require immediate attention it can be dealt with at once. If not, it would remain to the next meeting.

2651. Are your accounts prepared annually?—Yes

2652. Are they audited?—Yes; audited by two of the trustees. This year they are audited by two trustees and the chairman; generally they are audited by two trustees.

2653. The scheme does not require that the accounts should be submitted to any Government Department?—No, but they are furnished to the Charity Commissioners; a copy is sent to them.

Lord *Edmund Talbot.*

2654. The honourable Chairman asked you what steps you took for the religious education of children. Did I understand you correctly to say that the question was not considered at all?—No, we have never had the question raised, so far as I remember. We always trust to the institution that we send the children to, to give them efficient religious education.

2655. But you never remember a single case of the religion of any particular child having to be specially considered?—I think I remember the case of the daughter of an Irish seaman or an Irish soldier getting a nomination to the Orphan Asylum at Devonport, and the mother refused it because she thought the child might be converted. That was some years ago.

Lord *Edmund Talbot*—continued.

2656. That was the only case you remember?—That was the only case I remember. The parents, as a rule, do not seem to make any inquiries on that account. The mother declined the nomination; at any rate, she did not send the child to the asylum.

2657. On religious grounds?—Yes.

2658. But you took no steps?—There was nothing we could do; we are not connected with any special Roman Catholic asylum.

Chairman.

2659. Is it not the fact, that ignoring the faith of the parents leads to having all the children brought up in the tenets of the Established Church?—That has never been considered; I suppose it would be so practically in some schools.

2660. As a matter of fact, you have not given any attention to the subject in the way of taking pains to see that the wishes of the parents are respected in regard to the religious education given to the children?—The wishes of the parents have never been expressed except in that one instance which I have mentioned.

2661. It is assumed they have no objection to the form of religious instruction given in the schools to which you send the children?—Yes.

2662. And those schools are in the main taught according to the Established Church?—Yes, I suppose they are. I think we must have sent Roman Catholic children there because we have sent the children of Irish soldiers and seamen there, who no doubt were Roman Catholics.

Mr. *Kearley.*

2663. Although you have been secretary to Lloyd's Patriotic Fund for many years you have maintained, or endeavoured to maintain, all the way through your administration a system of extreme liberality, I understand?—I think so.

2664. And you would never allow a hard case to go by?—That has been the idea of the trustees, that they would not let a hard case go by because it did not come quite four square within certain regulations; otherwise we could have done nothing except for men disabled by wounds received in action, and relatives of those killed in action; and practically we do assist a great many others.

2665. That would have been very handicapping to you?—Yes.

2666. But, owing to the elasticity of your powers, you have been able to make concessions from time to time which have enabled you to deal with necessitous cases?—Yes, we have been able on some occasions to help the Government, if I may say so, by giving a pensioner whose pension they could not increase some assistance, a pensioner whose pension they wanted to increase but could not on account of their own regulations. We have given the Chelsea pensioners some assistance; in fact, cases have been sent to us by the Chelsea Hospital asking us if we could give assistance, because they could not do it themselves.

2667. I was aware that your liberality in connection

Mr. *Kearley*—continued.

nection with the Admiralty; does it extend also to the Army?—Yes.

2668. I know the Admiralty put cases frequently before you, and I understand that they very rarely get refused?—They are generally very good cases if they are sent on like that, and for that reason they would not be refused; but they have to be considered, of course, very circumspectly, because the cash funds are rather short and the applicants are numerous.

2669. But still, generally speaking, I am informed (not officially, of course) by the Admiralty that a good case needs only to be recommended to you to get recognised?—I think that is so; we should be glad, of course, to give more. We are able to give very small sums, but in order to get in all the good cases the assistance has to be small; of course, we cannot give more than we have. We only deal with a certain sum, and although we do not mind exceeding it a little (because the balance at the banker's acts as a kind of buffer, if we exceed it one year, perhaps, we shall be a little under it the next—at least we hope so), still we cannot exceed it very much.

2670. These donations which are annually considered are practically pensions?—They are practically pensions. I have never known a case in which one has been withdrawn, because I have never known a case in which the circumstances have been improved; the circumstances invariably get worse, because the recipient gets older and more infirm. I have never known of one of them coming in for a fortune, for instance. There was one case of the daughter of an officer who was being assisted and who got married; I do not know who married her, but at all events she got married and provided for. She must have had some attractions, I suppose, but she was over 40 and in rather bad health, so she found some philanthropist, I suppose. That is the only case I know of where we have lost one of these annual pensioners.

2671. Do you enforce a system of inquiry into the morals of these annual recipients?—They all have to be well recommended by responsible people, and we lay great stress upon the parish clergy and people who know about them like that; and as a general rule they are people of advanced age and infirmity sufficient to keep them steady.

2672. But let me suppose the case of a woman 65 years of age, living, as I suggest, for sheer companionship, with a man of 70, would you consider that that had an immoral tendency, and would you stop the pension under the circumstances?—Personally, I should not; and I should hope it would not be brought to my notice, because I am afraid, if it were brought before the trustees, it might be stopped. My personal opinion is not worth much, but if it came to the notice of the trustees, I have no doubt the donation would be stopped. There was one case in which the donation was stopped because the recipient turned out a thief. She had some help; seemed to be a woman who was trying to get her living, and we had very good authority to that effect; in fact, she was trying to get her living, and was at one time in a half-starving condition. She had 10*l.* a

Mr. *Kearley*—continued.

year for several years; then she was given some employment by a Mrs. Ellis Williams, who runs the Royal Military Benevolent Fund; she stole some bank-notes which were on the table, and she is suffering now a term of imprisonment. Of course, that case is one that will never come back to us, and if it did, I do not think the trustees would assist it, because it would be a bad example. However, that is the only case that I remember of one of the recipients having gone to the bad. It might have been the effect of sudden temptation, I cannot say, and the woman is suffering for that now. She was the daughter of a good officer.

2673. Are the recommendations that you receive from the local clergy of such a nature in the main that they entitle those who come before you to receive these annual benefits?—We do not rely entirely upon the clergy, we try to get people who have known the applicants for a long time, and generally you can find people who have. Very often you find people who have assisted them, and who have got tired of assisting them, because private people cannot of course assist for ever.

2674. Am I correct in understanding that you have between 60 and 70 of these annual recipients and 136 children in schools?—Yes.

2675. That represents the liability on your fund at the present time?—Not altogether, because among that 60 or 70 I have not included disabled soldiers, or disabled seamen, who come and have a gratuity. Latterly, we have not confined it to men disabled by wounds received in action, but we have extended it a little to include men disabled by accidents on duty. For instance, in the Horse Artillery, you find men frequently disabled by falls, a man falls and the gun goes over him. We consider that although he was not injured in action, it is the next thing to it; and, so long as the fund will enable us, we shall assist such cases.

2676. You value your capital at the present price of your investments?—Yes, at the present price I consider we have about 85,000*l.*; but I should think our presentations to schools must have a much larger value. We gave 60,000*l.* to the Royal Naval Asylum in 1806 for the privilege, and that privilege, if we chose to use it to the utmost, would be worth very much more. Then we have presentations to the Royal School for the Daughters of Officers, which are worth 10,000 guineas. We have presentations to the Eltham College, which was the Royal Naval School, which would be worth at the present price of money about 20,000*l.*; we have 12 presentations worth 50*l.* each annually. Then, we have presentations to a School for the Daughters of Officers of the Navy and Marines; we have only two there, but that is 4,000*l.* So that I think I am quite within the mark in saying that our presentations are worth 100,000*l.*

2677. I notice that you have been exceeding your income for the last two or three years?—Yes.

2678. Is it the principle of Lloyd's Patriotic Fund to expend its income. Has it never been the practice to accumulate funds?—No, we do not want to accumulate income. We should like

Mr. *Kearley*—continued.

like to have more money, because we could buy more presentations, but we do not appeal to the public; there are so many applications to the public for various things. I daresay if there were another war, and we were obliged to divert the money to a number of men disabled in action, we should make another appeal to the public to keep up the payments to these hard cases which we have taken in hand.

2679. You contemplated doing that in 1854?—Yes; but the others stepped in.

2680. Would not that prevent your making an appeal in another period, that you had that hesitation at the time of that war?—No; I think we should be a little quicker another time.

Chairman.

2681. Are you aware that Parliament passed the Patriotic Fund Act, 1886, and placed upon the Commissioners of the Patriotic Fund the responsibility from time to time to ask for and receive contributions from the public for these purposes?—No; if I knew it I had forgotten it.

2682. The inference being that Parliament in its wisdom thought that these appeals ought not to be made except under special authority; that there is a general inference of that kind, I do not say shared by the Committee?—I think the feeling among our trustees is that the Patriotic Fund of 1854 ought to have been our Patriotic Fund. We ought to have been first in the field, but we did not wish to clash with the fund which had already caught on, and so we simply abstained, and we took objects that this other fund did not, because the Crimean Fund simply took widows and orphans, and gave nothing to soldiers disabled in action nor to other relatives.

Mr. *Kearley.*

2683. But you would not be governed in any way by the fact that Parliament gave the Patriotic Fund Commissioners power to apply to the public, in the event of future wars, for subscriptions?—We should take no notice of that at all; the Government is nothing to us particularly.

2684. As a matter of fact, in the event of a future war it would be your proposal to make that appeal?—That is the present intention of the trustees, I believe.

2685. And I presume you would anticipate a very large response?—I think the public would respond liberally in the event of war.

Lord *Edmund Talbot.*

2686. But you have not made an appeal since the Crimean war?—No.

Mr. *Kearley.*

2687. When your funds were collected in 1803 you really applied the whole of the funds for the benefit of those for whom they were subscribed?—Yes, we applied actually more than the fund that was raised.

2688. And I understand you to say that this fund which you have in hand now arises from your good bargain in purchasing long annuities at a very low price?—Yes, chiefly.

2689. Did you capitalise those annuities?—We invested the proceeds that were not used, and our investments have paid us extremely well, because we have always invested in consols until lately. We have changed consols within the last five or six years (part of them) to railway debentures and preference shares; but the consols paid us well, because we bought them cheap in past times, and their tendency has always been to rise. That is why we are in a better position than we should have been.

2690. Supposing you were to collect a future fund at the time of some war for a particular purpose to benefit the widows, orphans, and dependent relatives of those who fell in the war?——And the men themselves who were disabled; we should never forget them.

2691. Would you feel it your duty, having made a direct appeal to the public for that particular purpose, to allocate those funds to those people in their entirety?—I think so. That was done in the first instance. When the fund was collected in the early part of the century there was no idea of keeping a vested fund and applying the proceeds; the whole of the money was paid away; in fact, they paid more than they got. It is pure accident that the fund is in existence; but being in existence, it is considered that it is best to keep it in existence and apply it to things that turn up. We find that we do a great deal of good in various cases that other funds do not seem to apply to.

2692. You said that the Patriotic Fund Commission was in bad odour, I think?—It is not in good odour in the City.

2693. Have you followed its administration at all?—I remember that some years ago there were two gentlemen, called honorary secretaries, and it turned out that they were receiving 700*l.* a year apiece. That was rather a shocker in the City, because it was always supposed that honorary people received nothing.

2694. That was the impression?—Yes.

2695. That was the rumour, the statement?—Yes.

2696. I suppose it is generally known by report of the Patriotic Fund that there has been, and continues to be, a large accumulation of funds in the hands of the Patriotic Fund Commissioners?—Yes.

2697. And that some of the funds are not being administered at all, they are simply accumulating, and the income is not being spent at all; is that a matter of notoriety?—I am not sure that it is.

2698. But sufficient is known, at all events, to make the Patriotic Fund Commission in bad odour with people in the City?—There is a sort of impression that the right people do not always get the money that they ought to have; and that has been strengthened by such cases as the one I mentioned as occurring just lately, and one or two others.

2699. What was the name of that person you relieved?—She was a Mrs. Darcy, the widow of a soldier who had served 21 years, I forget in what regiment, through the whole of the Crimean campaign, and the medical certificate said that his constitution was injured by disease contracted in the Crimea.

2700. Do you relieve the old soldier when he is in necessitous circumstances?—They are exceptional cases. If it is a hard case we do. It was not contemplated when the fund was raised

to

Mr. *Kearley*—continued.

to do so, but it has been done in some instances. Some cases have been sent on by the Commissioners of Chelsea themselves where they could do nothing.

2701. Is it the practice of Lloyd's Patriotic Fund to pension its employés?—I am the only person who is employed there, and I have been there for 36 years, and my predecessor died in the service; he died when I was assistant secretary, so there was no opportunity to pension him; and he had been at the fund since 1815.

2702. You have no assistant secretary?—No.

2703. Can you tell us the expenses of the management of your fund?—The expense last year was 528*l.*, so far as I can remember; anyhow, it was under 530*l.*; it is about the same each year. If you look on the reverse side of the balance-sheet I think you will see the expenditure in detail.

Chairman.

2704. Can you tell the Committee what percentage the cost of administering the fund bears to the payments made?—Yes; but then the payments form such a small part of the action of our fund. The school presentations form the greatest part of the fund business.

Mr. *Kearley.*

2705. You say it is 500*l.*?—Yes, it is set out in detail. The expenses are 536*l.* It would be difficult to say what our capital actually is, what the value of it is; because it would be difficult to

Mr. *Kearley*—continued.

capitalise the value of our presentations to Greenwich Hospital School if we were to use them to the utmost.

Chairman.

2706. The actual cost of administration stands at something like 25 per cent. of the amount of annual income, but those figures are somewhat illusory, because a large part of the benefits conferred upon the applicants is in the form of 136 presentations to schools, which have already been paid for out of the capital of the fund?—That is so.

Mr. *Kearley.*

2707. And this sum of 536*l.* represents the total annual expenditure in relation to a fund valued at 85,000*l.*?—Yes.

2708. In addition to which there is a considerable amount of work involved in connection with the presentations purchased from time to time by the fund, and which you value at 100,000*l.*?—Yes, they are worth at least 100,000*l.*, they are really worth more, if we were to use the Greenwich Hospital School to the extent that we are entitled to.

Lord *Edmund Talbot.*

2709. You mean that you do not send as many there as you might?—No, we use discretion in that respect.

2710. Why do not you?—It might have the effect of keeping out other good cases. The school is full to its capacity; and if we put in one child it would displace another. Still, we never let good cases go.

LIST OF APPENDIX.

APPENDIX, No. 1. PAGE

Paper handed in by Colonel J. S. Young, 24 May 1895 - - - - - - - - - - - - - - 153

APPENDIX, No. 2.

Paper handed in by Colonel J. S. Young, 31 May 1895 - - - - - - - - - - - - - 176

APPENDIX, No. 3.

Paper handed in by Colonel J. S. Young, 24 May 1895 - - - - - - - - - - - - - 177

APPENDIX, No. 4.

Paper handed in by Colonel J. S. Young, 14 June 1895 - - - - - - - - - - - - 178

APPENDIX, No. 5.

Paper handed in by Colonel J. S. Young, 14 June 1895 - - - - - - - - - - - 180

APPENDIX, No. 6.

Paper handed in by Colonel J. S. Young, 14 June 1895 - - - - - - - - - - - 182

APPENDIX, No. 7.

Paper handed in by Colonel J. S. Young, 14 June 1895 - - - - - - - - - - - - 184

APPENDIX, No. 8.

Paper handed in by Colonel J. S. Young, 14 June 1895 - - - - - - - - - - - - 188

APPENDIX, No. 9.

Paper handed in by Colonel J. S. Young, 14 June 1895 - - - - - - - - - - - - 192

APPENDIX, No. 10.

Paper handed in by Colonel J. S. Young, 14 June 1895 - - - - - - - - - - - - 194

APPENDIX, No. 11.

Paper handed in by Colonel J. S. Young, 14 June 1895 - - - - - - - - - - - - 196

APPENDIX, No. 12.

Paper handed in by Colonel J. S. Young, 14 June 1895 - - - - - - - - - - - - 198

APPENDIX, No. 13.

Paper handed in by Colonel Gildea, 21 June 1895 - - - - - - - - - - - - - - 200

APPENDIX, No. 14.

Paper handed in by Sir William M. Dowell, K.C.B., 21 June 1895 - - - - - - - - - - 201

APPENDIX, No. 15.

Paper handed in by Lieutenant Colonel Tully, 28 June 1895 - - - - - - - - - 203

APPENDIX, No. 16.

Paper handed in by Captain Hamilton, 28 June 1895 - - - - - - - - - - - - 204

APPENDIX, No. 17.

Paper handed in by Captain G. J. Hamilton, 28 June 1895 - - - - - - - - - - - 205

APPENDIX.

APPENDIX, No. 1.

PAPER handed in by Colonel *J. S. Young*, 24 May 1895.

THIS INDENTURE made the Twenty-sixth day of October One thousand eight hundred and seventy-one Between the several persons whose names and descriptions are respectively specified in the First Schedule hereto of the first part The several persons whose names and descriptions are respectively specified in the Second Schedule hereto of the second part The several persons whose names and descriptions are respectively specified in the Third Schedule hereto of the third part and The several persons whose names and descriptions are respectively specified in the Fourth Schedule hereto of the fourth part Whereas by a Commission under Her Majesty's Sign Manual dated the Seventh day of October One thousand eight hundred and fifty-four divers persons were appointed Commissioners for the administration of a certain charitable Fund in the said Commission called and known by the name of "The Patriotic Fund" and by the same Commission divers powers and authorities were conferred on or vested in the said Commissioners thereby appointed and among other powers for them or any three or more of them to nominate and appoint any three or more persons whomsoever as to the said Commissioners should seem meet to be an Executive Committee in the premises and Her Majesty thereby declared Her pleasure to be that such Executive Committee should also be a Finance Committee with power to elect their own Chairman and having the direction and control under such Orders and regulations as might thereafter from time to time be made by the said Commissioners or any three or more of them over the receipts and expenditure of the monies to be collected on account of the said Fund and that subject to such Orders and regulations of the said Commissioners the said Executive and Finance Committee or any two or more of them might order and direct the payment and disbursement of any sum or sums to be received to the account of the said Fund as therein mentioned and in the Commission now in recital was contained a direction that the said Commissioners or any three or more of them should from time to time according to their discretion fill up any vacancies which might occur in such Executive and Finance Committee as occasion should require And whereas by a Supplementary Commission under Her Majesty's Sign Manual dated the Twenty-sixth day of March One thousand eight hundred and sixty-eight and issued in pursuance of powers in that behalf vested in Her Majesty by "The Patriotic Fund Act 1867" divers other persons were appointed Her Majesty's Commissioners of the said Fund and by the said Supplementary Commission the Commissioners thereby appointed were authorised to exercise all such of the powers and authorities by the said original Commission vested in the Commissioners thereby appointed as remained to be exercised and also to apply the Patriotic Fund and the income thereof in such manner as the Commissioners appointed by the Supplementary Commission now in recital or any three or more of them from time to time should think fit for the purposes and in the Order of the same Commission mentioned And whereas the said persons whose names are respectively specified in the Third Schedule hereto have been duly appointed by the said Royal Commissioners to be and are now the Executive and Finance Committee of the Patriotic Fund And whereas Her Majesty's late ship "Captain" foundered in the night between the Sixth and Seventh days of September One thousand eight hundred and seventy and several hundreds of officers seamen and marines in Her Majesty's Navy perished thereby And whereas shortly after the fact of the foundering of the said ship became known in England a Committee was formed at Portsmouth in the County of Hants under the Presidency of Sir James Hope named in the Second Schedule hereto for the purpose of raising a Fund for the relief of the widows and families of the officers and crew who perished in Her Majesty's said ship "Captain" and the said Committee (hereinafter called the said "General Committee") duly appointed a Managing Committee to whom they delegated the management and administration of the last-mentioned Fund and they resolved that two members with the Secretary should be sufficient at any time to form a committee and they also appointed Sir James Hope and divers other members of the said Managing Committee to be Trustees of the same Fund And whereas the said Sir James Hope and the several other persons whose names are specified in the said Second Schedule hereto are the present Trustees of the said Captain Fund And whereas the said Managing Committee out of the monies which have been collected and which have come to the hands of the said persons whose names are specified in the said Second Schedule hereto on account of the said Captain Fund appropriated a certain portion for the relief of the widows children and other relatives of the commissioned and warrant officers who perished in Her Majesty's said ship "Captain" and such portion has been administered or is in course of administration by the said Managing Committee accordingly And whereas the said Managing Committee have out of the residue of the said monies set apart two several sums of Thirty-four thousand pounds and Five thousand pounds with the view to administer and apply the same respectively for such purposes as are hereinafter mentioned And whereas in order to save extra costs and expenses and to facilitate the administration of the said last-mentioned two sums the said Managing Committee with the approbation of the said General Committee have arranged with the said persons parties hereto of the third part for the payment to the last-mentioned persons jointly with the said persons parties hereto of the fourth part of the same sums and also of all future monies that may hereafter be received by the said Managing Committee or the said Trustees of the said Captain Fund in respect or on account of such Fund to the intent that the same monies respectively may be held and administered by the said persons parties hereto of the third and fourth parts respectively upon and according to such trusts intents and purposes and with such powers and authorities as are hereinafter declared or contained concerning the same respectively and it is intended that the said sums of Thirty-four thousand pounds and Five thousand pounds shall accordingly be forthwith paid by the said persons parties hereto of the second part to the said persons parties hereto of the third part and fourth part respectively Now this Indenture witnesseth and it is hereby agreed and declared between and by the said persons parties hereto in manner following (that is to say)

1. The said persons parties hereto of the third part or other the persons who for the time being shall comprise the Executive and Finance Committee of the Patriotic Fund or such of them as shall be willing to act in the trusts of these presents together with the several persons parties hereto of the fourth part or the survivor of them or other the persons or person who for the time being shall have been nominated in their or his stead as hereinafter provided shall be the Managers of the Captain Relief Funds and are hereinafter called the Managers.

2. The said two several sums of Thirty four thousand pounds and Five thousand pounds and all monies to be received as hereinbefore mentioned shall from time to time as soon as may be after the same respectively shall have been

been received be invested at the discretion of the Managers in some one or more of the stocks funds shares and securities hereinafter authorised for the purposes of investment and the Managers may from time to time vary such investments or any of them for any others of a like nature at their discretion.

3. The Managers shall from time to time nominate some of their Members (not being less than two or more than four) to act as Trustees of the said Trust Funds and all investments to be made as aforesaid shall from time to time be made in the names of the Trustees for the time being.

4. The Managers shall have power to select their own Chairman and shall have the direction and control over the receipts and expenditure of the said trust funds and all such other powers and authorities in relation thereto and the income thereof and the accumulations thereof as the Executive and Finance Committee by virtue of the hereinbefore recited Royal Commission or either of them or of any future commission may for the time being have in relation to the Patriotic Fund and the income thereof subject nevertheless to the trusts and provisions of these presents and (if and so far as the Royal Commissioners for the time being of the Patriotic Fund or any three or more of them shall make any order or regulation orders or regulations respecting the said trust premises or the income thereof or any part thereof respectively subject also to such orders and regulations as shall have been so made and shall for the time being be in force.

5. Two or more Managers shall form a quorum and may exercise the powers and authorities and execute the trusts hereby conferred upon and vested in the Managers.

6. If the said persons parties hereto of the fourth part or either of them or any Managers or Manager to be nominated in their or his stead respectively as hereinafter provided shall die or be desirous of being discharged or of retiring from or become incapable to perform the trusts of these presents then and so often as the same shall happen the right to nominate successors or successor to them or him so dying or desiring to be discharged or to retire or becoming incapable shall vest in and be exercisable by the Commander-in-Chief for the time being of Her Majesty's Ships and Vessels on the Portsmouth Station.

7. If and whenever by reason of the refusal of all or any of the Members of the Executive and Finance Committee of the Patriotic Fund to act in the premises or by reason of death or incapacity or otherwise the numbers of the Managers (exclusive of the said persons parties hereto of the fourth part or of the Managers for the time being as representing them respectively) shall have been reduced to seven or less then and so far as such number shall not be made up by Members of the Executive and Finance Committee who shall be willing and able to act the Managers for the time being willing and able to act shall nominate and appoint new Managers so as to raise the number of Managers (exclusive as aforesaid) to not less than eleven and not more than fifteen.

8. All monies not invested in Stocks Funds Shares or securities as aforesaid shall be paid into the Bank of England to the credit of an account to be entitled "The Account of the Managers of the Captain Relief Fund" and all cheques for drawing out such monies or any part thereof shall be signed by at least two Managers and Countersigned by their Chairman for the time being.

9. The Managers shall apply the said trust funds and the income and accumulations thereof respectively in such manner as they shall from time to time think fit to the purposes and in the order following that is to say

10. (*a.*) As to the sum of Thirty-four thousand pounds and the Stocks Funds Shares and securities which may from time to time represent the same and the accumulations and income thereof (all hereinafter called the first Trust Fund) in relief of Widows and maintenance education training and advancement of children of Petty officers non-commissioned officers seamen and Marines who perished in Her Majesty's said late ship "Captain."

11. (*b.*) As to the said sum of Five thousand pounds and the stocks fund shares and securities which may from time to time represent the same and the accumulations and income thereof (all hereinafter called the second trust fund) in relief of relatives (other than widows or children) of such petty officers Non-commissioned officers Seamen and Marines as aforesaid.

12. (*c.*) As to both or either of the said first and second trust funds (if any balance shall remain after satisfying thereout the purposes to which the same respectively are hereinbefore made applicable) in relief of widows children or Parents of officers Petty officers Non-commissioned officers Seamen and Marines of Her Majesty's Navy.

13. (*d.*) And as to any other sums of money which may from time to time hereafter be received by the Managers or their Trustees on account of the said Captain Fund and the stocks fund shares and securities which may from time to time represent the same and the accumulations and income thereof in relief of all or any of the objects hereinbefore mentioned with respect to the application of the first and second funds or either of them in such manner as the Managers shall think fit.

14. The scale on which the above mentioned relief is to be administered shall so far as the several funds shall permit be like the scale fixed by the Royal Commissioners of the Patriotic Fund with respect to relief granted to the like objects out of such Fund or the income thereof and which scale is specified and described in the fifth Schedule hereto.

15. All investments to be made in pursuance of these presents shall be made in or upon stocks or funds of the United Kingdom or upon the stocks of the Bank of England or Ireland or stock or securities of the East India Company or of the present Government of India or Colonial Government securities or Exchequer Bills or upon Mortgage (on such titles as the Managers may think proper to accept) of freehold copyhold or leasehold estates in England or Wales but not elsewhere (such leaseholds not having less than sixty years to run at the time of investment) or upon the Bonds or securities or Debenture stock of any Railway Company in Great Britain Ireland or India or any Colony or Dependency of Great Britain or in the purchase of Preference or Guaranteed Stock or Preference or Guaranteed shares of any such Railway Company.

16. It is hereby expressly declared that nothing herein contained shall be construed to give any such widow child or other relation as is hereinbefore mentioned as an object that may be relieved out of the said trust premises any claim whatever either upon the said trust premises or any part thereof or upon the said Managers or their Trustees or any of them respectively It being the intent of these presents that the Grant of relief or the continuance thereof shall in each case be entirely at the discretion of the Managers In witness whereof the said parties to these presents have hereunto set their hands and seals the day and year first within written.

THE FIRST SCHEDULE.

The Managing Committee of Captain Fund.

Names, &c.	Addresses.
Admiral Richard Laird Warren	Portsdown Lodge, Cosham, Hants.
Rear Admiral George Wodehouse	Cosham, Hants.
Captain Samuel Hood Henderson	10, Southsea Terrace, Southsea, Hants.
Major Henry Bradley Roberts, R.M.A.	Royal Naval College, Portsmouth, Hants.
Reverend John Squire	Chaplain, H.M.S. "Duke of Wellington," Portsmouth, Hants.
Purefoy FitzGerald, Esq.	North Hall, near Micheldever, Hants.
Captain Mountford Stephen Lovick Peile	The United Service Club, Pall Mall, London.
Major Henry Atkins McCallum, R.M.L.I.	Upper Mount, Clarendon Road, Southsea, Hants.
Captain Edward Field, R.N.	The Grove, Gosport, Hants.
George Augustus Tuck, Esquire, R.N.	2, Athol Place, Southsea, Hants.

THE SECOND SCHEDULE.

The Trustees of the Captain Fund.

Names, &c.	Addresses.
Admiral Sir James Hope, G.C.B.	Commander-in-Chief, Portsmouth, Hants.
Reverend John Squire	Chaplain, H.M.S. "Duke of Wellington," Portsmouth, Hants.
Major Henry Bradley Roberts, R.M.A.	Royal Naval College, Portsmouth, Hants.
Captain Mountford Stephen Lovick Peile, R.N.	United Service Club, Pall Mall, London.

THE THIRD SCHEDULE.

Executive and Finance Committee of Royal Patriotic Fund.

Names, &c.	Addresses.
Lieutenant General the Right Honourable Sir James Lindsay, K.C.M.B.	25, Portman Square, Middlesex.
Adair, Colonel Sir Robert Alexander Shafto, Baronet, A.D.C.	Flixton Hall, Aldborough, Suffolk.
Sir Alexander Armstrong, K.C.B., M.D.	Admiralty, Somerset House.
Lord Camoys	31, Dover Street, Piccadilly, Middlesex.
Admiral Sir Henry John Codrington, K.C.B.	Commander-in-Chief, Devonport.
Lieutenant General James Robertson Crawfurd	36, Prince's Gardens, Kensington, Middlesex.
General Sir Richard James Dacres, G.C.B.	Naworth Cottage, Shortlands, Kent,
Frederick Waymouth Gibbs, Esquire, C.B.	24, Mount Street, Grosvenor Square, Middlesex.
Admiral William Alexander Baillie Hamilton	Macartney House, Blackheath, Kent.
Major General Sir Arthur Johnson Lawrence, K.C.B.	Clapham Common, Surrey,
Colonel Charles Lennox Brownlow Maitland	Royal Hospital, Chelsea, Middlesex.
The Right Honourable Sir John Somerset Pakington, Baronet, G.C.B., M.P.	9, Eaton Square, Middlesex.
General Sir Anthony Blaxland Stransham, K.C.B., R.M.	174, Camberwell Grove, Surrey.
Edward Carleton Tufnell, Esquire	26, Lowndes Square, Belgravia, Middlesex.
Reverend Joseph Woolley, LL.D.	27, Brunswick Gardens, Campden Hill, Kensington, Middlesex.

THE FOURTH SCHEDULE.

Names, &c.	Addresses.
Rear Admiral Alfred Phillipps Ryder - - -	The United Service Club, Pall Mall, London.
Captain Edward Field, R.N. - - - - - -	The Grove, Gosport, Hants.

THE FIFTH SCHEDULE.

Scale of Allowances.

First as to Widows.

(*a.*) No claim to relief is acknowledged as a right.

(*b.*) On re-marriage half allowance is given unless the circumstances of the husband render such a course unnecessary.

(*c.*) On second widowhood the original allowance is restored.

(*d.*) If a re-marriage is concealed the allowance is subject to forfeiture.

(*e.*) The allowance is liable to withdrawal on proof of immorality or habitual drunkenness or other gross misconduct.

(*f.*) If widows without children dependent on them are engaged in domestic service the allowance is reduced to six guineas yearly payable only on proof of good behaviour from master or mistress. When out of a situation the full allowance is restored.

(*g.*) At sixty years of age or in special cases at an earlier period an increased allowance of two shillings a week is granted.

Second as to Children.

(*a.*) On and after seven years of age the children are eligible for admission into the various institutions as vacancies offer and in case of admission their allowances are withdrawn and largely increased payments are made to the institutions for their benefit.

(*b.*) Suitable outfits are given when the children leave the schools &c. to enter situations.

(*c.*) In case of confirmed illness or incapacity for work on attaining the age at which such allowance would ordinarily cease an increased allowance is granted.

General provisions as to Widows and Children.

(*a.*) Allowances to widows and children are paid monthly in advance according to the annexed scale provided the sum transferred is found to be sufficient.

(*b.*) Widows on remarriage receive their allowances quarterly in advance.

(*c.*) In case of death whilst in receipt of relief a sum of money is allowed for funeral expenses.

Table of Allowances to Widows and Children.

	Weekly Allowances to Widows having											
	No Child.			One Child.			Two Children.			Three Children.			Four Children.		
	£.	s.	d.	£.	s.	d.	£.	s.	d.	£.	s.	d.	£.	s.	d.
Staff Non-Commissioned officer and equivalent ranks -	–	7	–	–	9	6	–	11	–	–	12	6	–	14	–
Chief petty officers, R.N., and equivalent ranks - - -	–	6	6	–	9	–	–	10	6	–	12	–	–	13	6
1st Class petty officers, R.N., and equivalent ranks - -	–	6	–	–	8	6	–	10	–	–	11	6	–	13	–
2nd Class petty officers, R.N., and equivalent ranks - -	–	5	6	–	7	6	–	9	–	–	10	6	–	12	–
All other ratings below petty or Non-Commissioned officer	–	5	–	–	7	–	–	8	6	–	10	–	–	11	6

Note.—All allowances will as far as possible commence on the first of a month and in order to save time in making the payments and to dispense with pence and fractions in calculations the first and second months in each quarter are to be computed at four weeks each, and the last month in each quarter as consisting of five weeks.

As regards the relief of distressed Relatives other than Widows.

It is proposed that the sum set apart for this purpose be handed over to the Commissioners for distribution by small monthly instalments at the rate of not less than five shillings per week or thirteen pounds per annum. In the event

event of the death of a parent the allowance to be continued to the surviving parent unless there be strong grounds for withholding it or to the children if within the dependent age. If no children dependent then the balance to merge into the general fund.

If any exceptional case of distress the Commissioners to continue the allowance to other relatives or not at their discretion.

Signatures.	Seals.	Witnesses.
Richard L. Warren	(L.S.)	Charles J. Pawsey, Assistant Paymaster, R.N.
George Wodehouse	(L.S.)	Thomas Brown Baker, of Cosham, Hants, Chemist.
S. H. Henderson	(L.S.)	Charles R. Tompkins, Mathematical Master, Royal Naval College.
H. B. Roberts	(L.S.)	Charles J. Pawsey, Assistant Paymaster, R.N.
J. Squire	(L.S.)	Charles J. Pawsey, Assistant Paymaster, R.N.
R. Purefoy Fitzgerald	(L.S.)	Thomas Keane Fitzgerald.
M. S. L. Peile	(L.S.)	Charles R. Tompkins, Mathematical Master, Royal Naval College.
H. A. McCallum	(L.S.)	Charles J. Pawsey, Assistant Paymaster, R.N.
E. Field	(L.S.)	Charles J. Pawsey, Assistant Paymaster, R.N.
George A. Tuck	(L.S.)	Charles R. Tompkins, Mathematical Master, Royal Naval College.
J. Hope	(L.S.)	J. W. M. Ashby, W. J. L. Wharton.
J. Squire	(L.S.)	Charles J. Pawsey, Assistant Paymaster, R.N.
H. B. Roberts	(L.S.)	Charles J. Pawsey, Assistant Paymaster, R.N.
M. S. L. Peile	(L.S.)	Charles R. Tompkins, Mathematical Master, Royal Naval College.
James Lindsay	(L.S.)	William H. Mugford, Secretary, Royal Commission, Patriotic Fund.
Robert Alexander Shafto Adair	(L.S.)	Robert Rutland Newman, 8, Howard-street, London, Solicitor.
A. Armstrong	(L.S.)	J. G. Ross, Royal Commission, Patriotic Fund, Clerk.
Camoys	(L.S.)	Francis Stonor.
H. J. Codrington	(L.S.)	Henry C. Aitchison, Lieutenant, R.N.
J. R. Crawfurd	(L.S.)	William Dudes, Sandling Park, Hythe, Kent.
Richard Dacres	(L.S.)	J. G. Ross, Royal Commission, Patriotic Fund, Clerk.
Frederick Waymouth Gibbs	(L.S.)	J. G. Ross, Royal Commission, Patriotic Fund, Clerk.
W. A. B. Hamilton	(L.S.)	William H. Mugford, Secretary, Royal Commission, Patriotic Fund.
A. J. Lawrence	(L.S.)	J. G. Ross, Royal Commission, Patriotic Fund, Clerk.
Charles L. Maitland	(L.S.)	J. G. Ross, Royal Commission, Patriotic Fund, Clerk.
John S. Pakington	(L.S.)	William H. Mugford, Secretary, Royal Commission, Patriotic Fund.
Anthony B. Stransham	(L.S.)	J. G. Ross, Royal Commission, Patriotic Fund, Clerk.
Edward Carleton Tufnell	(L.S.)	J. G. Ross, Royal Commission, Patriotic Fund, Clerk.
Joseph Woolley	(L.S.)	J. G. Ross, Royal Commission, Patriotic Fund, Clerk.
Alfred Phillipps Ryder	(L.S.)	J. G. Ross, Royal Commission, Patriotic Fund, Clerk.
E. Field	(L.S.)	Charles J. Pawsey, Assistant Paymaster, R.N.

THIS INDENTURE made the nineteenth day of November One thousand eight hundred and seventy-eight Between Admiral Edward Gennys Fanshawe Companion of the Bath Naval Commander in Chief at Portsmouth Rear Admiral The Honorable Fitzgerald Algernon Charles Foley Superintendent of Her Majesty's Dockyard at Portsmouth and William David King Esquire Mayor of Portsmouth aforesaid of the one part and The First Lord of the Admiralty The Secretary of State for War and The Paymaster General for the time being of the other part Whereas on the twenty-fourth day of March last Her Majesty's Ship "Eurydice" was suddenly caught in a snowstorm off the Isle of Wight on her return to England from Bermuda and unfortunately capsized and all her officers and crew (with the exception of two men) lost And whereas on the twenty-seventh day of March last a public meeting was held at the Royal Naval College in Portsmouth Dockyard for the purpose of considering the best means for relieving the wants of the widows orphans and dependent relatives of those who had so unfortunately perished in the said ship and for administering the funds which were then being raised for that purpose And whereas at such public meeting a general committee was appointed for the purpose of better carrying out the intentions of the public consisting of officers belonging to the Naval and Military Services of the country the Mayor of Portsmouth and many other influential gentlemen of which general committee the said Admiral Edward Gennys Fanshawe was unanimously elected President And whereas on the tenth day of April last at a meeting of the said general committee it was resolved that with a view to the efficient administration of the funds collected the machinery of the Patriotic Fund as enlarged for such objects by a Royal Commission dated the seventh day of June One thousand eight hundred and seventy five offered the best means for the purpose and that an application should be made to the Royal Commissioners of such Fund to receive the money collected to be administered by them And whereas in pursuance of the said resolution application has been made to the said Royal Commissioners accordingly and they have by their Secretary's letter dated the second day of May last consented to undertake the administration of "The Eurydice Relief Fund" on the same principle as the scheme adopted by "The Captains Relief Fund" And whereas the said Committee have prepared three lists annexed hereto (and hereinafter referred to as Schedules 1 2 and 3) being lists of widows orphans and dependent relatives of the officers and men so lost in Her Majesty's Ship "Eurydice" as aforesaid with the allowances to be paid to them respectively under certain provisions and restrictions therein particularly set forth and provided And whereas the several sums of money collected and received in aid of "The Eurydice Relief Fund" amount to Twenty-two thousand one hundred and fifty pounds which is three thousand one hundred and fifty pounds in excess of the sum required to meet the payments to the widows orphans and dependent relatives of the officers and men so lost as aforesaid as respectively set out and provided for under Schedule 1 2 and 3 hereinbefore referred to and hereunto annexed the payments under which schedules being calculated upon information furnished by the actuary to the National Debt Office a still further surplus may possibly arise from the same and also a balance at the death of the last annuitant it has been decided at a General Meeting held at "The Eurydice Committee Room" in Portsmouth Dockyard that the said sum of Three thousand one hundred and fifty pounds and all future moneys that may hereafter be received by the said Royal Commissioners on account of "The Eurydice Relief Fund" and any further surplus arising as aforesaid or otherwise shall be applied to "The Royal Naval Relief Fund" under the terms and conditions of the Royal Commission of the Seventh day of June One thousand eight hundred and seventy-five And whereas it has been decided by the said general committee that the respective sums of Nineteen thousand pounds and Three thousand one hundred and fifty pounds shall forthwith be paid over to the said Royal Commissioners to be held by them together with any further sums which may be received on account of "The Eurydice Fund" upon such trusts intents and purposes with such powers and authorities as are hereinafter declared and contained concerning the same And whereas at a general committee meeting held at "The Eurydice Committee Room" aforesaid on the eleventh day of October instant the several parties hereto of the first part (who are three of the said general committee) have been duly appointed to execute these presents on behalf of the said general committee Now this Indenture witnesseth and it is hereby agreed and declared as follows (that is to say)

1. That the said Royal Commissioners and their successors in office shall be trustees of these presents and of the said sums of Nineteen thousand pounds and Three thousand one hundred and fifty pounds and of all future or further sums of money to be received on account of what is now called "The 'Eurydice' Relief Fund."

2. That the said Royal Commissioners and their successors in office as such Trustees as aforesaid shall invest the said several sums of money received by them under or by virtue of these presents in some or one of the public stocks or funds Government securities of the United Kingdom in India or upon Colonial Government securities or upon Metropolitan Consolidated Stock or Exchequer Bills or upon mortgage of freehold or copyhold estates in England or Wales but not elsewhere or upon the debentures or the debenture guaranteed or preference stocks or shares of any railway company in Great Britain Ireland or India.

3. That the said Royal Commissioners and their successors in office as such trustees as aforesaid shall apply the said sum of Nineteen thousand pounds and the investments thereof or of so much thereof as shall be necessary for the purpose of paying to the widows orphans and dependent relatives of the officers and men lost in Her Majesty's ship "Eurydice" as aforesaid the several sums and allowances mentioned and provided for in the Schedules 1 2 and 3 hereinbefore mentioned and hereunto annexed and shall make such payments strictly in accordance therewith.

4. That the said Royal Commissioners and their successors in office as such trustees as aforesaid shall notwithstanding the last preceding clause have a discretionary power to pay over to trustees (to be named by any widows and approved by the said Royal Commissioners) in lieu of continuing such payments or allowances as are provided for in Schedules 1 and 2 a principal sum of money representing the surrender value of such annuities Upon trust to pay the interest arising from such principal sum to such widow for her life and after her death upon trust to divide such principal sum equally between her surviving children (being orphans of officers or men so lost in Her Majesty's ship "Eurydice" as aforesaid) share and share alike.

5. That the sum of Three thousand one hundred and fifty pounds and the investments thereof and the income and accumulations thereof together with any further sum received by them (after fully carrying out the payments provided for in the said Schedules 1 2 and 3 hereunto annexed for the relief of the widows orphans and dependent relatives of the officers and men lost in Her Majesty's Ship "Eurydice" according to the true intent and meaning of these presents) and the balance of the trust fund that shall remain at the death of the last surviving annuitant together with any surplus moneys howsoever arising under or by virtue of these presents shall be transferred by the said Royal Commissioners as such trustees as aforesaid to "The Royal Naval Relief Fund" under the administration of the Commissioners of the Royal Patriotic Fund.

6. That (notwithstanding the last preceding clause the said Royal Commissioners as such trustees as aforesaid shall have power if from any unforseen circumstances there shall be a necessity so to do to re-appropriate the said sum of Three thousand one hundred and fifty pounds or any portion thereof and any other surplus arising under or by virtue of these presents from "The Royal Naval Relief Fund" to "The Eurydice Relief Fund" for the purposes set out and provided for in the schedules hereunto annexed.

7. That

7. That the said Royal Commissioners as such trustees as aforesaid will commence to make such weekly payments to the widows and orphans as are provided for under Schedule 2 hereunto annexed from the First day of April next and to the widows and orphans and dependent relatives under Schedules 1 hereunto annexed from the First day of April last and 3 hereunto annexed from the First day of October last.

8. That the several allowances shall be payable and liable to forfeiture abatement withdrawal and renewal in accordance with the regulations and provisions set forth respectively in Schedules 1 2 and 3 hereinbefore referred to and hereunto annexed and in every case the said Royal Commissioners and their successors in office as such trustees as aforesaid shall be absolute judges and determine whether any such allowances shall have become so liable to forfeiture abatement withdrawal or renewal and no decision on their part in reference thereto shall be in anywise called in question by the person or persons affected thereby.

9. That immediately upon the execution of these presents by the several parties hereto the said Admiral Edward Gennys Fanshawe Rear Admiral The Honorable Fitzgerald Algernon Charles Foley and William David King Esquire as well as the said General Committee are hereby entirely relieved from all responsibility whatever as to the administration of the monies collected for the relief of the widows orphans and dependent relatives of the officers and men so lost in Her Majesty's Ship "Eurydice" as aforesaid forming what is generally known as "The Eurydice Relief Fund" and that all duties and responsibilities relating thereto shall henceforth devolve upon and rest entirely with the said Royal Commissioners and their successors in office as such trustees as aforesaid.

In witness whereof the said parties to these presents have hereunto set their hands and seals the day and year first above written.

EURYDICE RELIEF FUND.

SCHEDULE No. 1. 1 April 1878.

LIST showing the Names of the Widows, Children, and Dependent Relatives of the Officers lost in this Vessel.

Officer's Name.	Rank.	Annuitant.		Children.		Annuities to Widow and Relative.	Annuities to Children.
		Relation and Name.	Date of Birth.	Sex.	Date of Birth.		Boys to cease at 18, Girls at 21 Years of Age.
						£.	
Francis H. Tabor -	Lieutenant - -	Widow, Mary S. -	28 Nov. 1848	-	- -	37	—
Frank Pittman - -	Paymaster - -	Widow, Alice R. -	27 July 1845	Boy Boy Girl	12 Dec. 1867 27 June 1872 27 April 1869	37	Each child 12*l.*
James Whitney - -	Staff-Surgeon -	Sister, Anna D. -	Aged 51 years.	-	- -	23	—
Frederick Allen -	Gunner - -	Widow, Isabella -	15 Dec. 1848	Boy Boy Boy	14 Jan. 1871 3 Nov. 1875 7 July 1877	22	Each child 8*l.*
William Brewer -	Boatswain - -	Widow, Emily -	23 Aug. 1841	-	- -	22	—
Joseph Warren - -	Boatswain - -	Widow, Mary E. -	30 Nov. 1846	Girl Girl	11 Sept. 1871 4 Sept. 1876	22	Each child 8*l.*

SCHEDULE No. 2.

LIST of WIDOWS and CHILDREN of Seamen

	NAME OF MAN.	RATING.	WIDOW'S NAME.	Age last Birthday.
1	Arnell, Alfred	Ship's Cook	Julia	39
2	Bennett, G. A.	P. O., 1 C.	Mary Jane	24
3	Bennett, David	A. B.	Elizabeth	27
4	Clarke, Henry	Sick Berth Attendant	Maria	30
5	Chamberlain, Saml.	P. O., 1 C.	Elizabeth Ann	29
6	Carlbon, John	P. O., 1 C.	Elizabeth E.	34
7	Council, William	Ord., 2 C.	Clara	20
8	Derrick, Fredk.	Captn. Cook	Matilda	24
9	Dorothy, Joseph	P. O., 1 C.	Ann (an inmate of Fisherton Lunatic Asylum).	40
10	Norris, Edward	A. B.	Annie Eliza	26
11	Newberry, Charles	P. O., 1 C.	Lydia	30
12	Nye, Henry	Ship Corpl., 1st Class	Fanny	29
13	Perry, Robert	P. O., 1 Cl.	Ellen	39
14	Pitman, J. F.	Lg. Seaman	Mary J.	25
15	Petty, Henry	Ropemaker	Emily	33
16	Parker, Edwin	Private, R. M. L. I.	Mary (re-married, now Mary Drew)	27
17	Symons, Joseph	Skilled Carp. Mate	Lavinia	29
18	Shears, Reuben	Lg. Seaman	Annie Sophia	20
19	Seidenstucker, Gottfried	Musician	Frances	32
20	Wreford, John	Carp. Crew	Susan	43
21	Gordon, Thomas	Lg. Seaman	Martha	23
22	Gray, William	Captn. Cook	Helena	28
23	Gould, Henry	Private, R. M. L. I.	Elizabeth	44
24	Harley, Daniel	P. O., 1 C.	Annie	20
25	Hucklesby, Charles	Ship's Corpl.	Mary	27
26	Hooper, Richard	P. O., 1 C.	Jane	34
27	Haver, Thomas	Barber	Sarah	35
28	Jenning, Fredk.	Ship's Stewd. for Genl. Mess	Emma	31
29	Lee, John	P. O., 2 Cl.	Mary Ann	38
30	Lewis, Charlie	A. B.	Emma F.	25
31	Magin, J. E.	A B.	Celia R.	23
32	Mitchell, J. F.	P. O., 1 C.	Esther	44
33	Waugh, Jas. H.	A. B.	Elizabeth (re-married, now Elizabeth Brooks).	23
34	Woals, George	Private, R. M. L. I.	Margaret	37
35	Curtis, W. J.	Corpl. Royal Engrs.	Christiana	22
36	Ewer, G.	Corp. Royal Engrs.	Annie M. (widow undeserving)	—
37	Lucas, William	R. E. Sapper	Mary M.	21

SCHEDULE No. 2.

Marines, and Men of the Royal Engineers. 1 April 1879.

CHILDREN.		WEEKLY ALLOWANCE.						
Boys. To cease at 14 Years.	Girls. To cease at 16 Years.	To Widow.	Additional for					Amount.
Born.	Born.		1	2	3	4	5	
		s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.
12 Jan. 1870 -	25 Oct. 1877 -	7 -	2 6	1 6	1 6	1 6	—	14 -
8 Nov. 1871								
26 Jan. 1874								
- - - -	- - - -	6 -	—	—	—	—	—	6 -
- - - -	- - - -	5 -	—	—	—	—	—	5 -
14 Jan. 1867 -	1 Mar. 1865 -	5 6	2 -	1 6	—	—	—	9 -
- - - -	4 Oct. 1877 -	6 -	2 6	—	—	—	—	8 6
1 Feb. 1878 -	12 Aug. 1875 -	6 -	2 6	1 6	—	—	—	10 -
- - - -	- - - -	5 -	—	—	—	—	—	5 -
- - - -	16 Oct. 1874 -	5 -	2 -	1 6	—	—	—	8 6
	17 July 1877							
Jan. 1871 -	8 Sept. 1864 - In Industrial Home.	5 -	—	Double allowance.		—	—	—
- - - -	- - - -	5 -	—	—	—	—	—	5 -
19 Oct. 1874 -	25 June 1872 -	6 -	2 6	1 6	1 6	—	—	11 6
	4 Feb. 1877							
9 Aug. 1872 -	- - - -	6 -	2 6	—	—	—	—	8 6
12 May 1872 -	14 Mar. 1861 - Orphan Asylum, Devonport.	6 -	2 6	—	—	—	—	8 6
- - - -	20 July 1874 -	5 -	2 -	—	—	—	—	7 -
16 July 1868 -	2 Dec. 1876 -	6 -	2 6	1 6	1 6	1 6	1 6	14 6
1 June 1870								
30 June 1872								
15 May 1875								
- - - -	- - - -	5 -	—	—	—	—	—	5 -
- - - -	- - - -	6 -	—	—	—	—	—	6 -
9 June 1878 -	- - - -	5 -	2 -	—	—	—	—	7 -
- - - -	26 Sept. 1871 -	5 -	2 -	1 6	—	—	—	8 6
	26 June 1873							
28 Oct. 1867 -	7 Oct. 1872 -	5 -	2 -	1 6	1 6	—	—	10 -
23 Oct. 1864 -	- - - -							
- - - -	23 June 1874 -	5 -	2 -	1 6	—	—	—	8 6
- - - -	31 April 1876 -							
13 Feb. 1878 -	- - - -	5 -	2 -	—	—	—	—	7 -
- - - -	- - - -	5 -	—	—	—	—	—	5 -
- - - -	24 July 1875 -	6 -	2 6	1 6	—	—	—	10 -
15 Mar. 1875 -	10 Sept. 1877 -	6 -	2 6	—	—	—	—	8 6
10 Sept. 1865 -	6 Mar. 1867 - Orphan Asylum, Devonport.	6 -	2 6	—	—	—	—	8 6
6 May 1871 -	- - - -	5 -	2 -	—	—	—	—	7 -
- - - -	- - - -	7 -	—	—	—	—	—	7 -
- - - -	- - - -	5 6	—	—	—	—	—	5 6
11 Sept. 1877 -	- - - -	5 -	2 -	—	—	—	—	7 -
11 Mar. 1877 -	- - - -	5 -	2 -	—	—	—	—	7 -
19 April 1870 -	9 Mar. 1873 -	6 -	2 6	1 6	—	—	—	10 -
- - - -	- - - -	5 -	—	—	—	—	—	5 -
Aged 8 years -	16 Mar. 1865 - St. John's Servants' Home.	5 -	2 -	1 6	1 6	—	—	10 -
	15 Feb. 1868 Aged 5 years.							
- - - -	Feb. 1876 -	5 6	2 -	—	—	—	—	7 6
- - - -	Aged 6 years -	4 -	3 -	Double allowance		—	—	7 -
	Aged 3 years.							
1 Aug. 1874 -	- - - -	5 -	2 -	—	—	—	—	7 -

Signed sealed and delivered by the within-named Admiral Edward Gennys Fanshawe Rear Admiral The Honourable Fitzgerald Algernon Charles Foley and William David King in the presence of (signed) *E. G. Fanshawe* (L.S.) *Fitzgerald A. G. Foley* (L.S.) *Will. D. King* (L.S.)

Fred Penfold
Secretary to Naval Commander in Chief.

Signed sealed and delivered by the within-named Right Honourable W. H. Smith First Lord of the Admiralty in the presence of (signed) *W. H. Smith* (L.S.)

W. Corbington
Captain R.N.

Signed sealed and delivered by the Secretary of State for War in the presence of (signed) *Frederick Arthur Stanley* (L.S.)

Ralph Dalzell
Private Secretary War Office.

Signed sealed and delivered by the within-named Right Honourable Stephen Cave Paymaster General in the presence of (signed) *Stephen Cave* (L.S.)

J. P. Collier
Assistant Paymaster General.

Trustees of the Patriotic Fund.

Memo.—Schedule 3 being in force for a limited period only has not been annexed hereunto.

Edwin Jno. Harvey
Admiralty Law Agent Portsmouth.

Fred Penfold
Hon. Secretary.

W. M. Richards
Hon. Treasurer.

(Stamp 10*s*.) THIS INDENTURE made the eleventh day of July One thousand eight hundred and eighty-one between Admiral Alfred Phillips Ryder Naval Commander-in-Chief at Portsmouth in the county of Southampton Rear-Admiral the Honorable Fitzgerald Algernon Charles Foley Superintendent of Her Majesty's Dockyard at Portsmouth aforesaid and William Grant of Portsmouth aforesaid Esquire of the one part and the Royal Commissioners of the Patriotic Fund of the other part Whereas on a date unknown Her Majesty's Ship "Atalanta" was lost on her return to England from Bermuda with all her officers and crew And whereas on the third day of July One thousand eight hundred and eighty a public meeting was held at the Guildhall Portsmouth aforesaid for the purpose of considering the best means of relieving the wants of the widows orphans and dependent relatives of those who had so unfortunately perished in the said ship and for administering the funds which were then being raised for that purpose And whereas at such public meeting a local committee consisting of officers belonging to the naval and military services of the country and others was appointed for the purpose of better carrying out the intention of the public And whereas an executive committee consisting of the Mayor of Portsmouth and many other influential gentlemen was subsequently duly formed and the said Admiral Alfred Phillips Ryder was duly elected president And whereas the said Admiral Alfred Phillips Ryder having been desired to apply to the Lord Mayor of London to be so good as to appoint a central committee with branch committees in the seaports and the principal towns to aid in carrying out the above purpose made such application accordingly and the Lord Mayor was pleased to accede thereto and local committees were appointed at Portsmouth aforesaid at Devonport and elsewhere and the executive committee of the Portsmouth local committee was requested by the Lord Mayor to conduct the necessary inquiries into the cases of the respective dependent relatives And whereas on the fourth day of March One thousand eight hundred and eighty-one at a meeting of the Portsmouth local committee it was resolved that with a view to the efficient administration of the funds collected the machinery of the Royal Patriotic Fund as enlarged for such objects by a Royal Commission dated the seventh day of June One thousand eight hundred and seventy-five offered the best means for the purpose and that an application should be made to the central committee to invite the Royal Commissioners to distribute the "Atalanta" Fund which was accordingly done and the Royal Patriotic Commissioners have by their secretary's letter dated the twenty-first day of March last consented to undertake the administration of "The 'Atalanta' Relief Fund" on the same principle as the scheme adopted for "The Royal Naval Relief Fund" And whereas the said Portsmouth local committee have prepared two lists annexed hereto (and hereinafter referred to as Schedules 1 and 2) being lists of widows and orphans and dependent relatives of the officers and men so lost in Her Majesty's Ship "Atalanta" as aforesaid with the allowances to be paid to them respectively under certain provisions and restrictions therein particularly set forth and provided And whereas the several sums of money collected and received in aid of "The 'Atalanta' Relief Fund" amount to Nine thousand no hundred and seventy-five pounds no shillings and no pence And whereas at a general committee meeting held at the "Atalanta" branch committee room on the fourth day of March One thousand eight hundred and eighty-one the several parties hereto of the first part (who are three of the said local committee) have been duly appointed to execute these presents on behalf of the said general committee Now this Indenture witnesseth and it is hereby agreed and declared as follows (that is to say)—

1. That the said Royal Commissioners and their successors in office shall be the trustees of these presents and of the said sum of Nine thousand no hundred and seventy-five pounds no shillings and no pence and all future and further sums of money to be received on account of what is now called "The 'Atalanta' Relief Fund."

2. That the said Royal Commissioners and their successors in office as such trustees as aforesaid shall invest the said sum of money received by them under or by virtue of these presents or such portion of it at their discretion as may not be required for giving immediate relief to the sufferers in some or one of the public stocks or funds or Government securities of the United Kingdom or in India or upon Colonial Government securities or upon Metropolitan Consolidated Stock or Exchequer Bills or upon mortgage of freehold or copyhold estates in England or Wales but not elsewhere or upon the debentures or debenture guaranteed or preference stocks or shares of any railway company in Great Britain Ireland or India.

3. That

3. That the said Royal Commissioners and their successors in office as such trustees as aforesaid shall apply the said sum of Nine thousand no hundred and seventy-five pounds no shillings and no pence and the interest arising from the investments thereof or of so much thereof as shall be necessary for the purpose of paying to the widows orphans and dependent relatives of the officers and men lost in Her Majesty's Ship "Atalanta" as aforesaid the several sums and allowances mentioned and provided for in the said Schedules 1 and 2 hereinbefore mentioned and hereunto annexed and shall make such payments strictly in accordance therewith.

4. That the said Royal Commissioners and their successors in office as such trustees as aforesaid shall notwithstanding the last preceding clause have a discretionary power to pay over to trustees (to be named by any widow and approved by the said Royal Commissioners) in lieu of continuing such payments or allowances as are provided for in Schedules 1 and 2 a principal sum of money representing the surrender value of such annuities upon trust to pay the interest arising from such principal sum to such widow for her life and after her decease upon trust to divide such principal sum equally between her surviving children being orphans of officers or men so lost in Her Majesty's Ship "Atalanta" as aforesaid share and share alike.

5. That the said Royal Commissioners as such trustees as aforesaid will commence to make such weekly payments to the widows and orphans as are provided for under Schednle 2 hereunto annexed from the first day of July next and to the widows and orphans and dependent relatives under Schedule 1 hereunto annexed from the first day of July next.

6. That the several allowances shall as a rule be payable to the ages set forth respectively in Schedules 1 and 2 hereinbefore referred to and hereunto annexed but the said allowances either to the widows or to the children shall be liable to forfeiture abatement withdrawal and renewal at the discretion of the said Commissioners and in every case the said Royal Commissioners and their successors in office as such trustees as aforesaid shall be absolute judges and determine whether any allowances shall have become so liable to forfeiture abatement withdrawal or renewal and no decision on their part in reference thereto shall be in anywise called in question by the person or persons affected thereby.

7. That it shall be lawful for the said Royal Commissioners and their successors in office as such trustees as aforesaid at their discretion to sell out any part or parts of the said fund so to be invested as aforesaid and to apply the same in the payment of the allowances herein stipulated for in or towards the advancement in life of any officer's child either by providing for him or her a "fit out" or by the payment of an apprentice fee or otherwise for the benefit of such child as to the said Royal Commissioners and their successors in office as such trustees as aforesaid shall in their discretion be thought proper.

8. That having regard to the fact that the number of persons interested in the fund is small and that the calculations founded on general averages may not be found accurate the liabilities of the fund shall be re-calculated every ten years in order to provide for any change in the amount of the annuities that may be necessary.

9. That after the death of the last annuitant the balance of the fund shall be paid to "The Royal Naval Relief Fund."

10. That immediately after the execution of these presents by the several parties hereto the said Admiral Alfred Phillips Ryder Rear-Admiral the Honorable Fitzgerald Algernon Charles Foley and William Grant as well as the said committees are respectfully hereby entirely relieved from all responsibility whatsoever as to the administration of the moneys collected for the relief of the widows orphans and dependent relatives of the officers and men so lost in Her Majesty's Ship "Atalanta" as aforesaid forming what is generally known as "The 'Atalanta' Relief Fund" and that all duties and responsibilities relating thereto shall henceforth devolve upon and rest entirely with the said Royal Commissioners and their successors in office as such trustees as aforesaid.

In witness whereof the said parties to these presents have hereunto set their hands and seals the day and year first above written.

ATALANTA RELIEF FUND.

SCHEDULE, No. 1.—Her Majesty's Dockyard, Portsmouth

LIST showing the Names of the Widows, Children, and

OFFICER'S NAME.	Rank.
William Henry Stephens	Navigating Lieutenant
John Ashton	Paymaster
Edward L. Moss	Staff Surgeon
David Silk	Gunner
Richard Clancy	Boatswain
Fred Standish	Boatswain

SCHEDULE, No. 2.

LIST of Widows and Children

NAMES OF MEN.	Rating.	Widow's Name.	Age last Birthday.
James Barnard	P. O., 1st Cl.	Rhoda	32
John Bailey	Shipwright	Maria	34
Albert Berry	Pt. R. M.	Cordelia	22
Edward Beer	P. O., 1st Cl.	Mary	24
Michael Collins	P. O., 1st Cl.	Louisa	33
Thomas Edgcombe	P. O., 1st Cl	Rosina (Re-married, now Rosina Barrington.)	30

ATALANTA RELIEF FUND.

SCHEDULE, No. 1.—Her Majesty's Dockyard, Portsmouth.

dependent Relatives of the Officers lost in this Vessel.

Annuitant.		Children.		Annuities to Widows and Relatives.	Annuities to Children. Boys to cease at 18; Girls at 21 years of age.
Relation and Name.	Date of Birth.	Sex.	Date of Birth.		
					£.
Widow	31 August 1848	Girl	10 June 1873	Widow, 16*l.*	12
		Boy	6 June 1874	—	12
		Girl	2 Oct. 1879	—	12
		Boy	19 July 1880	—	12
Mother, Frances	16 November 1813	—	—	15*l.*	—
Widow, Thomasina	23 January 1843	Girl	22 Aug. 1874	17*l.*	12
		Girl	25 Dec. 1877	—	12
		Boy	9 April 1880	—	12
Widow, Eliza	9 March 1842	Girl	1 Mar. 1865	8*l.* 10*s.*	8
		Girl	3 Aug. 1867	—	8
		Girl	13 April 1873	—	8
—	—	Girl *	14 Aug. 1878	—	16
		Note.—A capital sum of 132*l.* 6*s.* 3*d.*, a donation from the Admiralty for the benefit of this girl, is entrusted to the charge of the Patriotic Commission.			
Mother, Penelope Prideaux	November 1815, date not known.	—	—	10*l.*	—

* Admiralty grant of 132*l.* 6*s.* 3*d.* is in addition to sum granted from Atalanta Relief Fund.

SCHEDULE, No. 2.

of Seamen and Marines.

Children.		Weekly Allowance.							Amount.
Boys born, to cease at 14 Years.	Girls born, to cease at 16 Years.	To Widows.	Additional for 1.	2.	3.	4.	5.	6.	
		s. d.	*s. d.*	*s. d.*	*s. d.*	*s. d.*	*s. d.*	*s. d.*	*s. d.*
19 July 1871 11 April 1873	—	3 —	2 6	1 6	—	—	—	—	7 —
—	15 Nov. 1873 16 July 1876	2 6	2 —	1 6	—	—	—	—	6 —
—	23 May 1879	2 6	2 —	—	—	—	—	—	4 6
18 Dec. 1868	—	3 —	2 6	—	—	—	—	—	5 6
1 Feb. 1878	—	3 —	2 6	—	—	—	—	—	5 6
24 July 1874	—	—	2 6	—	—	—	—	—	2 6

SCHEDULE, No. 2.—LIST of Widows and Children of Seamen and Marines—*continued.*

NAMES OF MEN.	Rating.	Widow's Name.	Age last Birthday.
Edward Hill	Stoker	Ellen	31
Henry Locke	P. O., 1st Cl.	Edith	30
James M'Quade	A. B.	Louisa (Re-married, now Richardson.)	21
Francis Miners	E. R. A.	Louisa	26
William Main	S. Cook	Sarah	27
James Marchment	D., 2nd Cl.	Caroline (Re-married, now Coldrey.)	32
Jas. Pennie	Sea	Margaret	25
C. Palmer	P. O., 1st Cl.	Susan	36
Will Purcell	P. O., 1st Cl.	Ellen	49
James Simms	P. O., 1st Cl.	Mary	32
John Sanson	Pte., R. M.	Ann	30
John Stacey	P. O., 1st Cl.	Clara	27
S. Staughton	A. B.	Mary	21
J. Thornton	C. C. Mte.	Emma	33
Geo. Rhimis	Pte., R. M.	Mary	22
John Rundle	P. O., 1st Cl.	Charlotte	38
Edwin Roberts	Pte., R. M.	Eliza	38
Amos Vosper	S. Steward	Charlotte	31
Geo. Wyatt	N. Schol.	Tabitha	34
C. H. Westcott	P. O., 1st Cl.	Amelia	31

* Six shillings, being over 45 years of age.

Signed, sealed, and delivered by the within-named Admiral Alfred Phillipps Ryder, Rear Admiral the Honourable Fitzgerald Algernon Charles Foley, in the presence of

John William Francis Harvey,
Commander, Royal Navy.

Alfred Phillipps Ryder. (L. S.)
Fitzgerald A. C. Foley.

Signed, sealed, and delivered by the within-named William Grant, in the presence of

A. N. Edwards,
Chief Clerk, Royal Commission Patriotic Fund,
5, St. Martin's-place, Trafalgar-square.

W. Grant.

SCHEDULE, No. 2.—LIST of Widows and Children of Seamen and Marines—*continued*.

Children.		To Widows.	Weekly Allowance.						
Boys born, to cease at 14 Years.	Girls born, to cease at 16 Years.		Addition for						Amount.
			1.	2.	3.	4.	5.	6.	
		s. d.	*s. d.*	*s. d.*	*s. d.*	*s. d.*	*s. d.*	*s. d.*	*s. d.*
—	—	2 6	–	–	–	–	–	–	2 6
9 Aug. 1872 3 April 1878 1 Sept. 1879	28 Nov. 1869 31 Mar. 1871	3 –	2 6	1 6	1 6	1 6	1 6	–	11 6
—	—	–	–	–	–	–	–	–	–
—	—	3 6	–	–	–	–	–	–	3 6
—	—	3 6	–	–	–	–	–	–	3 6
—	—	–	–	–	–	–	–	–	–
28 May 1880	19 Nov. 1876	2 6	2 –	1 6	–	–	–	–	6
—	—	3 –	–	–	–	–	–	–	3 –
—	—	*6 –	–	–	–	–	–	–	6 –
—	11 Jan. 1875	3 –	2 6	–	–	–	–	–	5 6
25 Jan. 1872	7 July 1873 18 Nov. 1874	2 6	2 –	1 6	1 6	–	–	–	7 6
—	—	3 –	–	–	–	–	–	–	3 –
—	—	2 6	–	–	–	–	–	–	2 6
—	19 June 1878	3 6	2 6	–	–	–	–	–	6 –
—	15 Oct. 1879	2 6	2 –	–	–	–	–	–	4 6
13 Sept. 1873 16 Aug. 1877 29 April 1879	9 July 1876	3 –	2 6	1 6	1 6	1 6	–	–	10 –
16 Dec. 1871 19 Sept. 1873 27 July 1880	17 Aug. 1870	2 6	2 –	1 6	1 6	1 6	–	–	9 –
25 Mar. 1875	—	3 6	2 6	–	–	–	–	–	6 –
18 Aug. 1871 1 Dec. 1878	11 Aug. 1876 18 July 1880	3 6	2 6	1 6	1 6	1 6	–	–	10 6
—	12 Aug. 1873 19 Feb. 1879	†3 –	2 6	–	–	–	–	–	5 6

† Amy, child of Amelia Westcott, born 12th August 1873, is in Ham Orphan Asylum, Surrey, on the nomination of Rear Admiral W. Graham, C.B.

Signed, sealed, and delivered by His Royal Highness the Duke of Cambridge, the President of the Commission, and by the Right Honourable the Earl Nelson, Chairman of the Executive and Finance Committee, on the part of the Royal Commissioners of the Patriotic Fund, in the presence of

George. (L. S.)

Nelson. (L. S.)

Wm. H. Mugford,
Secretary to the said Commission,
5, St. Martin's-place, W.C.

11 July 1881.

(Stamp 10*s.*)

THIS INDENTURE made the day of One thousand eight hundred and eighty eight between General Sir Richard Wilbraham of Rode Hall Cheshire Knight Commander of the Bath and Frederick Cox of 16 Charing Cross S W banker of the first part the Royal Commissioners of the Patriotic Fund by the members of their executive and finance committee executing these presents of the second part and the Official Trustees of the Patriotic Fund of the third part Whereas in the month of July One thousand eight hundred and seventy four in pursuance of arrangements between the executive and finance committee of the said Commissioners and the committee of a fund known as the Gold Coast Relief Fund but afterwards known and hereinafter called the Ashantee War Fund the Commissioners accepted the administration of the same fund which was then held by the said Frederick Cox on behalf of the then committee thereof and the Commissioners have since administered the same fund accordingly but the investments representing the same fund remained in the hands of the said Frederick Cox And whereas in the month of February One thousand eight hundred and seventy five the said executive and finance committee appointed the said Sir Richard Wilbraham to be a trustee to hold the investments of the said Ashantee War Fund And whereas the said fund now consists of the several investments following now held by the said Sir Richard Wilbraham and Frederick Cox that is to say :

Eight hundred pounds in four per cent. bonds of the Government of New South Wales

Eight hundred pounds in four per cent. bonds of the Government of Victoria

Seven hundred pounds in four per cent. bonds of the Government of South Australia

And whereas it has been arranged that the said Ashantee War Fund and the investments representing the same shall henceforth be held by the Official Trustees of the Patriotic Fund And whereas the said Ashantee War Fund is now indebted to Messrs Cox and Company in the sum of seventy four pounds eight shillings and one penny or thereabouts and it has been arranged that the same debt shall be satified by a sale of a bond for one hundred pounds one of the said bonds of the Government of South Australia

Now this Indenture witnesseth and it is hereby agreed between the parties hereto in manner following that is to say the said Sir Richard Wilbraham and Frederick Cox shall forthwith sell a bond for One hundred pounds one of the said bonds of the Government of South Australia and shall thereout satisfy the said debt owing to Messrs Cox and Company as aforesaid The said Sir Richard Wilbraham and Frederick Cox shall forthwith transfer to the official trustees of the said Patriotic Fund the said several bonds for Eight hundred pounds and Eight hundred pounds of the Government of New South Wales and Victoria respectively and also the bonds for Six hundred pounds which after such sale as aforesaid shall remain of the said bonds of the Government of South Australia and also the balance of cash which after satisfying the said debt owing to Messrs Cox and Company shall remain of the proceeds of the said sale and the bonds and cash so transferred as aforesaid shall from and after the transfer thereof as aforesaid be held by the said official trustees as the Ashantee War Fund on behalf of the said Royal Commissioners as having the administration of the same fund The transfer of the bonds so to be transferred as aforesaid shall include all interest then growing due thereon respectively

The said Sir Richard Wilbraham and Frederick Cox shall be from and after such transfer as aforesaid and they are hereby as from such transfer accordingly wholly released from the said Ashantee War Fund and from the said present and all past investments thereof and moneys belonging thereto and from all claims and demands whatsoever in respect thereof In witness whereof the said parties to these presents have hereunto set their hands and seals the day and year first above written

Signed sealed and delivered by the within named Richard Wilbraham in the presence of
G. B. Baker
Rode Hall Cheshire Esquire
(signed) *Richard Wilbraham* (L.S.)

Signed sealed and delivered by the within named Frederick Cox in the presence of
Geo. Campbell
16 Charing Cross Banker
(signed) *Fred. Cox* (L.S.)

Signed sealed and delivered by the within named Lord Chelmsford in the presence of
J. S. Young Colonel
Secretary Royal Commission of the Patriotic Fund
(signed) *Chelmsford* (L.S.)

Signed sealed and delivered by the within named Earl Nelson in the presence of
J. S. Young Colonel
Secretary Royal Commission of the Patriotic Fund
(signed) *Nelson* (L.S.)

Signed sealed and delivered by the within named Arthur Divett Hayter Baronet in the presence of
J. S. Young Colonel
Secretary Royal Commission of the Patriotic Fund
(signed) *Arthur D. Hayter* (L.S.)

(Stamp 10*s.*; Adjudication Stamp 10*s.*)

THIS INDENTURE made the Twenty-fourth day of February One thousand eight hundred and ninety two between Sir Albert Kaye Rollit of Dunster House Mark Lane in the City of London Member of Parliament of the one part and the Commissioners of the Royal Patriotic Fund (hereinafter called the Commissioners) of the other part Whereas certain sums of money were recently contributed by a large number of persons to form a fund hereinafter called the Light Brigade Relief Fund for the relief and assistance of such survivors of those who took part in the Charge of the Light Brigade at the Battle of Balaclava as should be ascertained to be in circumstances of want and privation And whereas the said Fund has heretofore been administered by a Committee consisting of the Right Honourable General the Viscount Wolseley Major General Sir Redvers Buller Sir William Marriott Sir Ralph Thomson Major General Frederick George Ravenhill General Sir George Wentworth Alexander Higginson Sir George Wombwell Ferdinand Faithfull Begg Esquire Sidney James Low Esquire and the said Sir Albert Kaye Rollit

Rollit And whereas a certain portion of the said Fund has been expended and distributed under the directions of the said Committee in the manner and to the persons in the Schedule D hereto mentioned but a sum of Two thousand nine hundred and forty-nine pounds nineteen shillings and sixpence remains at the disposal of the said Committee And whereas at a meeting of the said Committee held on the Twenty-fifth day of February One thousand eight hundred and ninety-one it was resolved that the said Sir Ralph Thompson be authorised to request the Commissioners to take over and administer the balance of the Light Brigade Relief Fund on the terms and for the purposes in such resolution described and expressed And whereas the Commissioners have with the approval of the Official Trustees of the Patriotic Fund agreed to take over the said sum upon the said terms and for the said purposes And whereas the said sum is now standing in the name of the said Sir Albert Kaye Rollit as Honorary Treasurer of the Light Brigade Relief Fund at the Temple Bar Branch of the London and Westminster Bank And whereas the said Sir Albert Kaye Rollit has been authorised by the said Committee to transfer the said sum of Two thousand nine hundred and forty-nine pounds nineteen shillings and sixpence to the Commissioners Now this Indenture witnesseth that in consideration of the premises and of the agreements and declarations hereinafter contained the said Sir Albert Kaye Rollit doth hereby covenant with the Commissioners that he will forthwith pay to the said Commissioners or as they shall in writing appoint or direct the said sum of Two thousand nine hundred and forty-nine pounds nineteen shillings and sixpence And it is hereby agreed and declared that the Commissioners shall stand possessed of the said sum Upon Trust that they the Commissioners shall lay out and apply the whole of such principal sum of Two thousand nine hundred and forty-nine pounds nineteen shillings and sixpence together with any income arising from the investment thereof as is by this Indenture authorised and permitted upon the trusts and for the purposes hereinafter described And it is hereby agreed and declared that the Commissioners are authorised to purchase with the said sum of Two thousand nine hundred and forty-nine pounds nineteen shillings and sixpence or any part thereof annuities in their own names or in the names of any other person or persons from the Government or any public company or any private person or persons for the joint lives of the persons named in the Schedule C hereto and of the survivors or survivor of such persons or otherwise or to invest the said sum of Two thousand nine hundred and forty-nine pounds nineteen shillings and sixpence or any part thereof in or upon any such stocks funds shares securities or other investments of whatsoever nature and wheresoever and whether involving liability or not or upon such personal credit without security as the Commissioners shall in their absolute and uncontrolled discretion think fit and with the like absolute power of varying such investments from time to time to the intent that the Commissioners shall have the same powers of investing or transposing the investment of the said sum of Two thousand nine hundred and forty-nine pounds nineteen shillings and sixpence in all respects as if the same were monies and investments held and administered by the Commissioners as Commissioners of the Patriotic Fund and the other funds held and administered therewith And it is further agreed and declared that the Commissioners shall out of the said sum of Two thousand nine hundred and forty-nine pounds nineteen shillings and sixpence and the proceeds of the purchases and investments by this Indenture authorised and permitted pay to each of such of the persons named in the Schedule C hereto as the Commissioners may from time to time select or if any other persons shall hereafter be ascertained to have taken part in the said Charge of the Light Brigade then to each of such of the persons named in the Schedule C hereto and of such of those other persons as the Commissioners may from time to time select a weekly sum or pension commencing one week after the date of these presents Provided always that the Commissioners shall not pay any such pension to any person who shall be an inmate of and maintained in any almshouse or of any public or parochial charitable institution And it is further agreed and declared that the amount and number of such pensions the persons to whom the manner in which and the terms upon which they shall be paid shall be in the absolute and uncontrolled discretion of the Commissioners and that subject to such discretion the Commissioners shall if and so far as they shall deem such a course advisable pay to each of such pensioners such weekly sum and no more as will together with any pension such person may receive from any public or private source make up the sum of seven shillings weekly And it is further agreed that subject to a like discretion the persons named in Schedules A and B hereto or some of them shall be the first to receive such pensions Provided always and it is hereby agreed and declared that the Commissioners may expend out of the said sum of Two thousand nine hundred and forty-nine pounds nineteen shillings and sixpence or the income arising therefrom such reasonable sum or sums of money as they shall in their absolute discretion think fit in discharge of any costs charges or expenses that the Commissioners may incur in and about the execution of this Indenture the distribution and payment of such pensions or any other matters directly or indirectly connected with the administration of the Trusts of these presents In witness whereof the said Sir Albert Kaye Rollit and the Right Honourable Horatio Earl Nelson and General Sir Frederick Edward Chapman G.C.B. R.E. Admiral Sir Richard James Earl of Clanwilliam K.C.B. K.C.M.G. General the Right Honourable Sir Frederick Augustus Baron Chemsford G.C.B. Charles Mathew Clode Esquire C.B. Admiral Herbert Philip Rantzow Frederick Waymouth Gibbs Esquire Q.C. General Sir Arthur James Herbert K.C.B. Sir Arthur Divett Hayter Baronet General Sir Edward Cooper Hodge G.C.B. The Honourable Edward Frederick Leveson-Gower Sir Thomas Galbraith Logan K.C.B. M.D. late Director General Henry Robinson Esquire C.B. late Deputy Controller General Sir Frederick Charles Arthur Stevenson G.C.B. The Right Honourable William Wells Viscount Sidmouth Sir William Henry White Knight C.B. The Chairman and members of the Executive and Finance Committee of the Commissioners have hereunto set their hands and seals the day and year first above written

SCHEDULE A. ABOVE REFERRED TO.

First Claimants on the Annuity Fund.

Names, &c. of Totally Destitute Survivors who have been promised Annuities if any are Granted.

NAME.	Age.	Pension (Weekly).	Residence.
Brown, John - - - - 13th Dragoons -	Unknown	None -	Highwood, Hendon.
Cart, Charles - - - - 11th Hussars -	70	None -	c/o E. Mawby, 18, Belle Vue-road, Ramsgate.
Davis, Richard - - - 11th Hussars -	64	None -	9, Park Cottages, New-road, Lewes.
Holland, Matthew - - - 11th Hussars -	58	None -	6, Snow-hill, Nottingham.
Mayhew, James - - - 13th Dragoons -	67	None -	c/o Rev. R. Allwork, 1, Coleraine Villas, Avenue-road, Stamford-hill, N.
Rogers, Thomas - - - 4th Dragoons -	72	None -	8, Kensington-street, Bangor-street, Hulme, Manchester.
Soley, Benjamin - - - 17th Lancers -	59	None -	c/o Rev. B. S. Tupholme, D.D., St. Stephens, Ealing.
Wright, Thomas - - - 17th Lancers -	61	None -	19, Wells-street, Widnes.
Wickham, Henry - - - 13th Dragoons -	57	None -	79, Heath-road, Clapham.

SCHEDULE B. ABOVE REFERRED TO.

SECOND CLAIMANTS on the ANNUITY FUND.

The following are deserving survivors who are known to be in great poverty and are considered by the Committee suitable claimants for annuities. They should be dealt with, if possible, according to the order in which their names are set down below.

	NAME.		Age.	Pension (Weekly).	Residence.
–	Brenington, J.	4th Dragoons	62	None	37, Breen-street, Bridge-road, Wandsworth, S.W.
16	Newman, Charles	11th Hussars	58	None	c/o Rev. C. P. Millard, Costock, Notts.
11	Pearson, William	17th Lancers	62	None	111, Walmgate, York.
10	Turner, Henry	4th Dragoons	66	None	83, Howard's-buildings, Spitalfields, E.
12	Whyte, Charles	8th Hussars	62	None	21, Cook-street, Dublin.
14	Wilder, Anthony	11th Hussars	61	None	c/o His Honour Judge N. Metcalfe, 8, Manilla-road, Clifton, Bristol.
15	Warr, Thomas	11th Hussars	61	None	c/o C. Coward, Esq., 27, St. Helen's-road, Dorchester.
B.	Peake, Frederick	13th Dragoons	62	None	c/o Rev. J. Reakes, St. Paul's Vicarage, Sheerness.

SCHEDULE C. ABOVE REFERRED TO.

LIGHT BRIGADE SURVIVORS, excluding those in receipt of Pensions or other Allowances from the Public Service of 7*s.* per Week and upwards.

	NAME.		Age.	Pension (Weekly).	Residence.
48	Allwood, J.	13th Dragoons	56	None	2, Upper Grove-street, Leamington.
53	Alexander, I.	17th Lancers	Unknown	None	3, Smithfield Passage, Birmingham.
26	Blissett, E.	11th Hussars, died 25th March 1893, 1229—1893.	60	None	c/o Major General Clive, Staff College, Camberley.
8	Brown, John	13th Dragoons, died 1522—92.	Unknown	None	Highwood, Hendon.
–	Boxall, J.	4th Dragoons	63	None	3, Down Vale Cottage, Draxford, Hants.
–	Braithwaite, E.	13th Dragoons	63	2*s.* 4*d.*	30, Portland-street, Soho, W.
D.	Brewington, J.	4th Dragoons, died 1620—92.	62	None	37, Breen-street, Bridge-road, Wandsworth, S.W.
27	Briggs, Robert	11th Hussars	60	None	Thunder-lane, Thorpe, St. Andrews, Norwich.
37	Brooks, John	13th Dragoons	69	2*s.* 4*d.*	4, Chaucer-road, Dulwich-road, S.E.
24	Buckton, J.	11th Hussars	63	None	72, Cumberland street, Pimlico, S.W.
23	Burns, J. W.	17th Lancers, died March 1895.	65	None	31, Albert-square, Northampton.
49	Badger, George	13th Dragoons	56	None	27, Jenner-street, Wolverhampton.
1	Cart, Charles	11th Hussars	70	None	c/o E. Mawby, 18, Bell Vue-road, Ramsgate.
19	Campbell, Atcheson	13th Dragoons	61	4*s.* 8*d.*	32, West-square, St. George's-road, S.E.
44	Cork, Charles	11th Hussars	Unknown	None	Albert-road, Aldershot.
–	Creswell, Josiah	4th Dragoons	63	3*s.* 6*d.*	Chelsea Hospital.
31	Cullen, William	11th Hussars	58	None	133, Devonshire-street, Globe-road, Mile End.
2	Davis, Richard	11th Hussars	64	None	9, Park Cottages, New-road, Lewes, Sussex.
–	Dawn, William	8th Hussars	61	None	32, Raverley-street, Bromley-by-Bow, E.
D.	Donoghue, James	8th Hussars, died 268—95.	62	4*s.* 8*d.*	c/o Rev. E. S. Jackson, Great Sankey Vicarage, Warrington.
41	Dumayne, W.	13th Dragoons	60	None	4, Abingdon Avenue, Northampton.
52	Eastoe, Nehemiah	11th Hussars	54	None	1, High-street, Wanstead, Essex.
–	Edden, John	4th Dragoons	60	None	c/o Manager, Lloyd's Bank, Tamworth.
51	Ettridge, John	13th Dragoons	55	5*s.* 3*d.*	Ham-gate, Richmond Park.
D.	Farquharson, R.	4th Dragoons, died 1089—92.	60	None	32, Grove-road, Edinburgh.
42	Ford, James	4th Dragoons	58	None	The Grange, Maysbury, near Staines.
20	Gibson, George	13th Dragoons	61	None	Knysna Bank, Station-road, Broxbourne, Edinburgh.
29	Grantham, David	11th Hussars	60	None	Sebastopol Cottage, Sandhurst, Berkshire.
–	Grennan, Edward	4th Dragoons	62	None	Unknown.
–	Hackett, Martin	8th Hussars	62	5*s.* 6½*d.*	
46	Hindley, Edward	13th Dragoons	57	None	17, Granby-street, Princes Park, Liverpool.
25	Hirst, Thomas	8th Hussars	60	2*s.* 4*d.*	
D.	Hodges, J.	11th Hussars, died 17th January 1893. 1124—93.	58	None	4, Eldridge-road, Bermondsey, S.E.
3	Holland, Matthew	11th Hussars	58	None	6, Snow Hill, Nottingham.
33	Howes, John	4th Dragoons	64	2*s.* 4*d.*	3, Jamaica-row, Birmingham.

SCHEDULE C.—*continued.*

	NAME		Age.	Pension (Weekly).	Residence.
43	Jamieson, Samuel	11th Hussars	58	None	8, Cross-street, Barrow-in-Furness.
D.	Jowett, Gregory	11th Hussars, died 1891.	63	None	3, Queen Victoria-street, E.C.
D.	Keegan, Henry	4th Dragoons, died 1892.	Unknown	None	3, Jamaica-row, Birmingham.
50	Keen, John	13th Dragoons	56	5*s.* 3*d.*	222, Maxey-road, Plumstead, Kent.
22	King, Thomas	4th Dragoons	69	3*s.* 6*d.*	6, Great Tower-street, E.C.
47	Kilver, John	11th Hussars	57	None	1, Union-street, Wednesbury.
4	Mayhew, James	13th Dragoons	67	None	c/o Rev. R. Allwork, 1, Coleraine Villas, Avenue-road, Stamford Hill, N.
–	Macaulay, Charles	8th Hussars	60	None	12, Providence-road, Upper Norwood.
36	McCausland, John	8th Hussars, dead. *See* 1905—1893.	62	5*s.* 10*d.*	Unknown.
18	Marsh, Peter	17th Lancers	63	3*s.* 6*d.*	312, Southwark Park-road, Bermondsey, S.E.
3	Marshall, Thomas	17th Lancers, committed suicide. *See* 1209—1893.	60	5*s.* 10*d.*	6, Abbey Place, Montague-street, Lincoln.
–	Moneypenny, Robert	8th Hussars	65	2*s.* 4*d.*	Royal Hospital, Kilmainham.
39	Mugg, Henry	17th Lancers	61	None	126, Praed-street, W.
–	Mullins, Thomas	17th Lancers	57	None	39, Stamford street, Blackfriars, S.E.
17	Mustard, James	17th Lancers	62	None	33, Turk's-road, St. Margarets, Twickenham.
16	Newman, Charles	11th Hussars	58	None	c/o Rev. C. S. Millard, Costock, Notts.
–	Nichol, Robert	8th Hussars	57	None	13, Charlotte-street, Newcastle.
D.	Nicholson, J.	17th Lancers, died July, 1893. *See* 2108—1893.	Unknown	None	Unknown; was recently in Eden Sanitariam, Darjeeling, India.
21	Palfryman, Robert	8th Hussars	60	None	c/o Alfred Ask, Esq., Agbrigg Malt Kilns, Wakefield.
34	Palm, James	4th Dragoons	63	None	19, Meadow Bank, Altrincham, Cheshire.
45	Pennington, William	11th Hussars	58	None	22, Montford-road, Norfolk-road, Dalston.
13	Peake, Frederick	13th Dragoons	62	None	c/o Rev. J. Reakes, St. Paul's Vicarage, Sheerness.
11	Pearson, William	17th Lancers	62	None	111, Walmgate, York.
55	Pearson, William	4th Dragoons	Unknown	4*s.* 8*d.*	Sea View, Brigstow, Kendal.
–	Parkinson, John	11th Hussars	57	None	Ladywood Police Station, Birmingham.
–	Richardson, Charles	11th Hussars	64	None	c/o L. Flood, Crosby Hotel, Witty Grove, Manchester.
35	Reilly, Joseph	17th Lancers	63	4*s.* 1*d.*	Unknown.
5	Rogers, Thomas	4th Dragoons, died. 1416—1892.	72	None	8, Kensington-street, Bangor, St. Hulme, Manchester.
30	Shargold, Henry	11th Hussars	59	None	25, Little Cadogan-street, S.W.
–	Smith, John	17th Lancers	60	None	Unknown.
6	Soley, Benjamin	17th Lancers	59	None	c/o Rev. B. S. Tupholme, D.D., St. Stephen's, Ealing, W.
–	Spring, William	11th Hussars	Unknown	None	Unknown.
40	Stanley, David	17th Lancers, died 11th May 1893. 2072—93.	61	None	Balaclava House, Totley, Derbyshire.
–	Swiney, J.	4th Dragoons	Unknown	None	c/o G. M. Petty, Esq., 9, Rectory-road, Stoke Newington, N.
10	Turner, Henry	4th Dragoons	66	None	83, Howard's Buildings, Spitalfields, E.
15	Warr, Thomas	11th Hussars	61	None	c/o C. Coward, Esq., 27, St. Helen's-road, Dorchester.
12	Whyte, Charles	8th Hussars, died. 2048—92.	62	None	21, Cook-street, Dublin.
–	Wightman, J. W.	17th Lancers	60	None	8, Durham-place, Campden Hill-road, Kensington, W.
38	Wilsdon, Henry	4th Dragoons	66	None	36, Wellington-square, Oxford.
7	Wright, Thomas	17th Lancers	61	None	19, Well street, Widnes.
9	Wickham, Henry	13th Dragoons, died. 1563—92.	57	None	79, Heath-road, Clapham.
14	Wilder, Anthony	11th Hussars, died 2907—94.	61	None	c/o His Honour Judge N. Metcalf, 8, Manilla-road, Clifton, Bristol.

ADDITIONS to List of Survivors, Light Brigade (Balaclava) Charge, 25th October 1854.

Regimental No.	Rank and Name.	Corps.	Date of Discharge.	Reference to No. of Papers.
1,456	Private William Ellis	11th Hussars	25 Nov. 1861	(32) 2774—92
Executive and Finance Committee, 9th November 1892.	„ Benjamin Beeson	11th Hussars	—	2681—92
	„ E. Beetham	17th Lancers	—	
	„ R. Chadwick	13th Hussars	—	
	„ C. Cousins	4th Dragoons and 18th Hussars.	(28)	
	„ G. Garnham	13th Dragoons	—	
	„ J. Grigg	4th Dragoons	—	
	„ W. Bushell	13th Dragoons	(54)	

SCHEDULE D., ABOVE REFERRED TO.

PAYMENTS made to Survivors named in Schedule C.

NAME.		£.	Payments made by the Committee.
Attwood, J.	13th Dragoons	15	3 October 1890.
Alexander, J.	17th Lancers	15	22 January 1891.
Blissett, E.	11th Hussars	30	14 November 1890.
Brown, John	13th Dragoons	10	22 August 1890.
Boxall, J.	4th Dragoons	15	22 August 1890.
Braithwaite, E.	13th Dragoons	30	5 August 1890.
Brewington, J.	4th Dragoons	30	14 August 1890.
Briggs, Robert	11th Hussars	30	(15*l.*, 26 August 1890; 15*l.*, 19 February 1891.)
Brookes, John	13th Dragoons	30	14 August 1890.
Buckton, J.	11th Hussars	30	(15*l.*, 22 August 1890; 15*l.*, 16 February 1891.)
Burns, J. W.	17th Lancers	30	(15*l.*, 18th August 1890; 15*l.*, 4 March 1891.)
Badger, George	13th Dragoons	15	4 September 1890.
Cart, Charles	11th Hussars	30	(15*l.*, 15 August 1890; 15*l.*, 6 April 1891.)
Campbell, A.	13th Dragoons	30	(15*l.*, 23 August 1890; 15*l.*, 16 February 1891.)
Cork, Charles	11th Hussars	15	28 August 1890.
Creswell, J.	4th Dragoons	10	1 October 1890.
Cullen, W.	11th Hussars	30	(15*l.*, 22 August 1890; 15*l.*, 1 February 1891.)
Davis, R.	11th Hussars	20	19 August 1890.
Dawn, W.	8th Hussars	15	22 August 1890.
Donoghue, J.	8th Hussars	30	13 August 1890.
Dumayne, Wm.	13th Dragoons	15	18 March 1891.
Eastoe, N.	11th Hussars	30	21 August 1890.
Edden, J.	4th Dragoons	60	(20*l.*, 6 August 1890; 20*l.*, 19 March 1891; 20*l.*, 6 April 1891).
Ettridge, J.	13th Dragoons	15	1 October 1890.
Farquharson, R.	4th Dragoons	30	(15*l.*, 21 August 1890; 15*l.*, 24 January 1891.)
Ford, J.	4th Dragoons	15	19 August 1890.
Gibson, George	13th Dragoons	30	(15*l.*, 1 October 1890; 15*l.*, 18 February 1891.)
Grantham, D.	11th Hussars	30	29 September 1890.
Grennan, E.	4th Dragoons	60	14 October 1890.
Hackett, W.	8th Hussars	10	14 October 1890.
Hindley, E.	13th Dragoons	30	(15*l.*, 28 August 1890; 15*l.*, 18 February 1891.)
Hirst, Thomas	8th Hussars	30	28 April 1891.
Hodges, J.	11th Hussars	30	(15*l.*, 22 August 1890; 15*l.*, 22 February 1891.)
Hollam, M.	11th Hussars	25	15*l.*, 15 August 1890; 10*l.*, 9 March 1891.)
Howes, J.	4th Dragoons	15	12 September 1890.
Jamieson, S.	11th Hussars	15	7 April 1891.
Jowett, G.	11th Hussars	30	27 December 1890.
Keegan, H.	4th Dragoons	30	22 October 1890.
Keen, J.	13th Dragoons	15	1 October 1890.
King, Thomas	4th Dragoons	15	27 August 1890.
Kilvert, J.	11th Hussars	15	15 October 1890.
Mayhew, J.	13th Dragoons	30	(20*l.*, 19 August 1890; 10*l.*, 26 January 1891.)
Macaulay, C.	8th Hussars	30	(15*l.*, 14 October 1890; 15*l.*, 21 May 1891.)
McCausland, J.	8th Hussars	15	6 October 1890.
Marsh, P.	17th Lancers	30	18 August 1890.
Marshall, T.	17th Lancers	30	(15*l.*, 12 August 1890; 15*l.*, 28 February 1891.)
Moneypenny, R.	8th Hussars	15	29 September 1890.
Mugg, H.	17th Lancers	15	19 August 1890.
Mullins, T.	17th Lancers	30	(15*l.*, 16 August 1890; 15*l.*, 28 February 1890.)
Mustard, J.	17th Lancers	30	18 August 1890.
Newman, C.	11th Hussars	30	19 March 1891.
Nichol, R.	8th Hussars	30	(15*l.*, 28 September 1890; 15*l.*, 20 January 1891.)
Nicholson, J.	17th Lancers	30	6 August 1890.
Palfryman, R.	8th Hussars	30	(15*l.*, 22 August 1890; 15*l.*, March 1891.)
Palin, J.	4th Dragoons	30	28 August 1890.
Pennington, W.	11th Hussars	15	19 August 1890.
Peake, F.	13th Dragoons	30	13 October 1890.
Pearson, W.	17th Lancers	30	(20*l.*, 12 August 1890; 10*l.*, 5 March 1891.)
Pearson, W.	4th Dragoons	30	(15*l.*, 23 August 1890; 15*l.*, 9 March 1891.)
Parkinson, J.	11th Hussars	15	4 October 1890.
Richardson, C.	11th Hussars	60	(20*l.*, 21 August 1890; 10*l.*, 22 January 1891; 30*l.* 7 January 1891.)
Reilly, C.	17th Lancers	15	19 March 1891.
Rogers, T.	4th Dragoons	10	28 February 1891.
Sheargold, H.	11th Hussars	30	(20*l.*, 15 August 1890; 10*l.*, 14 February 1891.)
Smith, J.	17th Lancers	10	22 August 1890.
Soley, B.	17th Lancers	20	19 August 1890.
Spring, W.	11th Hussars	30	(15*l.*, 22 August 1890; 15*l.*, 20 January 1891.)
Stanley, D.	17th Lancers	15	20 January 1891.
Swiney, J.	4th Dragoons	60	(10*l.*, 16 September 1890; 20*l.*, 14 November 1890; 30*l.*, 19 March 1891.)
Turner, H.	4th Dragoons	30	19 March 1891.
Warr, Thos.	11th Hussars	60	(20*l.*, 18 August 1890; 40*l.*, 16 February 1891.)
Whyte, C.	8th Hussars	60	(20*l.*, 19 August 1890; 10*l.*, 20 January 1891; 30*l.*, 19 March 1891.)
Wightman, J.	17th Lancers	15	18 August 1890.
Wilsdon, H.	4th Dragoons	30	(15*l.*, 20 August 1890; 15*l.*, 9 March 1891.)
Wright, Thos.	17th Lancers	20	12 August 1890.
Wickham, H.	13th Dragoons	20	23 August 1890.
Wilder, A.	11th Hussars	60	(20*l.*, 18 August 1890; 15*l.*, 13 November 1890; 25*l.*, 13 February 1891.)

Signed, sealed, and delivered by the said Sir Albert Kaye Rollit, in the presence of *James W. Burroughs*, Solicitor, 12, Mark Lane, London, E.C. (signed) *Albert K. Rollit.* (L.S.)

Signed, sealed, and delivered by the before-named Earl Nelson, in the presence of *J. S. Young*, Colonel, Secretary Royal Commission of the Patriotic Fund, 53, Charing Cross, S.W. (signed) *Nelson.* (L.S.)

Signed, sealed, and delivered by the before-named Sir Frederick Edward Chapman, n the presence of *J. S. Young*, Colonel, Secretary Royal Commission of the Patriotic Fund, 53, Charing Cross, S.W. (signed) *Frederick E. Chapman.* (L.S.)

Signed, sealed, and delivered by the before-named Earl of Clanwilliam, in the presence of *Herbert F. Roe*, Secretary, R.N., Portsmouth. (signed) *Clanwilliam.* (L.S.)

Signed, sealed, and delivered by the before-named Baron Chelmsford, in the presence of *J. S. Young*, Colonel, Secretary Royal Commission of the Patriotic Fund, 53, Charing Cross, S.W. (signed) *Chelmsford.* (L.S.)

Signed, sealed, and delivered by the before-named Charles Mathew Clode, in the presence of *J. S. Young*, Colonel, Secretary Royal Commission of the Patriotic Fund, 53, Charing Cross, S.W. (signed) *C. M. Clode.* (L.S.)

Signed, sealed, and delivered by the before-named Herbert Philip Kantzow, in the presence of *J. S. Young*, Colonel, Secretary Royal Commission of the Patriotic Fund, 53, Charing Cross, S.W. (signed) *Herbert Philip de Kantzow.* (L.S.)

Signed, sealed, and delivered by the before-named Frederick Waymouth Gibbs, in the premises of *J. S. Young*, Colonel, Secretary Royal Commission of the Patriotic Fund, 53, Charing Cross, S.W. (signed) *Frederick Waymouth Gibbs.* (L.S.)

Signed, sealed, and delivered by the before-named Sir Arthur James Herbert, in the presence of *J. S. Young*, Colonel, Secretary Royal Commission of the Patriotic Fund, 53, Charing Cross, S.W. (signed) *Arthur James Herbert.* (L.S.)

Signed, sealed, and delivered by the before-named Sir Arthur Divett Hayter, in the presence of *J. S. Young*, Colonel, Secretary Royal Commission of the Patriotic Fund, 53, Charing Cross, S.W. (signed) *Arthur Divett Hayter.*

Signed, sealed, and delivered by the before-named Sir Edward Cooper Hodge, in the presence of *J. S. Young*, Colonel, Secretary Royal Commission of the Patriotic Fund. (signed) *Edward Cooper Hodge.* (L.S.)

Signed, sealed, and delivered by the before-named Sir Edward Frederick Leveson-Gower, in the presence of *J. S. Young*, Colonel, Secretary Royal Commission of the Patriotic Fund. (signed) *E. F. Leveson-Gower.* (L.S.)

Signed, sealed, and delivered by the before-named Sir Thomas Galbraith Logan, in the presence of *J. S. Young*, Colonel, Secretary Royal Commission of the Patriotic Fund. (signed) *T. G. Logan.* (L.S.)

Signed, sealed, and delivered by the before-named Henry Robinson, in the presence of *J. S. Young*, Colonel, Secretary Royal Commission of the Patriotic Fund. (signed) *Henry Robinson.* (L.S.)

Signed, sealed, and delivered by the before-named Sir Frederick Charles Arthur Stephenson, in the presence of
J. S. Young, Colonel,
Secretary Royal Commission of the Patriotic Fund.
53, Charing Cross, S.W.
(signed) *Frederick C. A. Stephenson.* (L.S.)

Signed, sealed, and delivered by the before-named Viscount Sidmouth, in the presence of
Ernest Horn, Courier,
22, Hill-street, Knightsbridge.
(signed) *Sidmouth.* (L.S.)

Signed, sealed, and delivered by the before-named Sir William Henry White, in the presence of
J. S. Young, Colonel,
Secretary Royal Commission of the Patriotic Fund.
53, Charing Cross, S.W.
(signed) *W. Henry White.* (L.S.)

THIS INDENTURE made the Thirtieth day of March One thousand eight hundred and ninety-four between Robert Barnes Esquire late Mayor of the Borough of Portsmouth of the one part and the Commissioners of the Patriotic Fund (herein-after called "the Commissioners") of the other part Whereas on the Twenty-second day of June One thousand eight hundred and ninety-three H. M. S. "Victoria" foundered off Tripoli, on the Coast of Syria, when the Commander-in-Chief in the Mediterranean Vice Admiral Sir George Tryon and three hundred and sixty-one Officers Seamen and Marines of Her Majesty's Navy were drowned. And whereas at a Public Meeting held on the Twenty-seventh day of June One thousand eight hundred and ninety-three in the Town Hall in the said Borough of Portsmouth (the said Robert Barnes the then Mayor of the said Borough being in the chair) it was resolved to open a Fund in the said Borough of Portsmouth for the Relief of the Widows Orphans and dependent Relatives of those who lost their lives by the foundering of H. M. S. "Victoria" as aforesaid. And whereas a Fund was opened by the said Robert Barnes as the then Mayor accordingly with the assistance of a Committee appointed at the said Public Meeting and the donations subscribed thereto now amount to the sum of Five thousand five hundred and thirty-five pounds. And whereas it is proposed to intrust the distribution of the Fund so formed to the Commissioners and for that purpose the aforesaid sum of Five thousand five hundred and thirty-five pounds has been handed over to them and further donations which may be hereafter subscribed for the purposes of the said Fund may hereafter be handed over to the Commissioners and the Commissioners have agreed to take over and to distribute and administer the said Fund and any such further donations thereto as aforesaid in accordance with the agreements and declarations hereinafter contained. Now this Indenture witnesseth that in consideration of the premises it is hereby agreed and declared as follows:—

The Commissioners shall stand possessed of the said sum of Five thousand five hundred and thirty-five pounds and any such further donations as shall be subscribed to the said Fund as aforesaid when the same shall have been handed over to the Commissioners (all which sums and the investments thereof are hereinafter together referred to as "The Portsmouth 'Victoria' Fund"), upon and for the same trusts intents and purposes and with under and subject to the same powers provisions obligations and conditions as are declared expressed and contained in an Indenture dated the Twenty-first day of September One thousand eight hundred and ninety-three and made between the Right Honourable Sir Stuart Knill Baronet Lord Mayor of the City of London of the one part and the Commissioners of the other part with regard to the Fund therein recited to have been raised under the auspices of the said Lord Mayor and by him intrusted to the Commissioners for distribution and administration in accordance with the agreements and declarations in such last mentioned Indenture expressed and contained. And it is hereby agreed and declared that the "Portsmouth 'Victoria' Fund" shall at all times hereafter be deemed to be and administered as part of the Fund so as aforesaid raised under the auspices of the said Lord Mayor. In witness whereof the said Robert Barnes and His Royal Highness the Duke of Cambridge, Earl Nelson, Earl of Clanwilliam and Admiral Sir William Montagu Dowell being the President and three of the Commissioners of the Patriotic Fund have hereunto set their hands and seals the day and year first above written.

Signed, sealed, and delivered by the above-named Robert Barnes in the presence of
Alex. Hellard, Town Clerk,
Portsmouth.
(signed) *Robert Barnes.* (L.S.)

Signed, sealed, and delivered by his Royal Highness The Duke of Cambridge, Earl Nelson, Earl of Clanwilliam, and Admiral Sir William Montagu Dowell, in the presence of
J. S. Young, Colonel,
Secretary Royal Commission of the Patriotic Fund.
(signed) *George*, President. (L.S.)
(signed) *Nelson.* (L.S.)
(signed) *Clanwilliam.* (L.S.)
(signed) *W. M. Dowell.* (L.S.)

THIS INDENTURE made the Thirtieth day of March One thousand eight hundred and ninety-four between Robert Barnes Esquire late Mayor of the Borough of Portsmouth of the one part and the Commissioners of the Patriotic Fund (hereinafter called "the Commissioners") of the other part Whereas on the Twenty-second day of June One thousand eight hundred and ninety-three H. M. S. "Victoria" foundered off Tripoli on the Coast of Syria when the Commander-in-Chief in the Mediterranean Vice Admiral Sir George Tryon and Three hundred and sixty-one Officers Seamen and Marines of Her Majesty's Navy were drowned And whereas at a Public Meeting held on the Twenty-seventh day of June One thousand eight hundred and ninety-three in the Town Hall in the said Borough of Portsmouth (the said Robert Barnes the then Mayor of the said Borough being in the Chair) it was resolved to open a Fund in the said Borough of Portsmouth for the relief of the Widows Orphans and dependent Relatives of those who lost their lives by the foundering of H. M. S. "Victoria" as aforesaid And whereas a Fund was opened by the said Robert Barnes as the then Mayor accordingly with the assistance of a Committee appointed at the said Public Meeting and the donations subscribed thereto now amount to the sum of Five thousand five hundred and thirty-five pounds And whereas it is proposed to intrust the distribution of the Fund so formed to the Commissioners and for that purpose the aforesaid sum of Five thousand five hundred and thirty five pounds has been handed over to them and further donations which may be hereafter subscribed for the purposes of the said Fund may hereafter be handed over to the Commissioners and the Commissioners have agreed to take over and to distribute and administer the said Fund and any such further donations thereto as aforesaid in accordance with the agreements and declarations hereinafter contained Now this Indenture witnesseth that in consideration of the premises it is hereby agreed and declared as follows:—

The

The Commissioners shall stand possessed of the said sum of Five thousand five hundred and thirty-five pounds and any such further donations as shall be subscribed to the said Fund as aforesaid when the same shall have been handed over to the Commissioners (all which sums and the investments thereof are hereinafter referred to as "The Portsmouth 'Victoria' Fund") upon and for the same trusts intents and purposes and with under and subject to the same powers provisions obligations and conditions as are declared expressed and contained in an Indenture dated the Twenty-first day of September One thousand eight hundred and ninety-three and made between the Right Honourable Sir Stuart Knill Baronet Lord Mayor of the City of London of the one part and the Commissioners of the other part with regard to the fund therein recited to have been raised under the auspices of the said Lord Mayor and by him intrusted to the Commissioners for distribution and administration in accordance with the agreements and declarations in such last-mentioned Indenture expressed and contained And it is hereby agreed and declared that the "Portsmouth 'Victoria' Fund" shall at all times hereafter be deemed to be and administered as part of the Fund so as aforesaid raised under the auspices of the said Lord Mayor. In witness whereof the said Robert Barnes and His Royal Highness the Duke of Cambridge Earl Nelson Earl of Clanwilliam and Admiral Sir William Montagu Dowell being the President and three of the Commissioners of the Patriotic Fund have hereunto set their hands and seals the day and year first above written.

Signed, sealed, and delivered by the above-named Robert Barnes in the presence of — (signed) *Robert Barnes.* (L.S.)
Alexander Heilard, Town Clerk, Portsmouth. — (signed) *George*, President. (L.S.)

Signed, sealed, and delivered by His Royal Highness The Duke of Cambridge, Earl Nelson, Earl of Clanwilliam, and Admiral Sir William Montagu Dowell, in the presence of — (signed) *Nelson.* (L.S.)
(signed) *Clanwilliam.* (L.S.)
J. S. Young, Colonel, Secretary Royal Commission of the Patriotic Fund. — (signed) *W. M. Dowell.* (L.S.)

APPENDIX, No. 2.

PAPER handed in by Colonel *J. S. Young*, 31 May 1895.

ROYAL WARRANT—SOLDIERS' EFFECTS FUND.

VICTORIA R. and I.

A. O. 150. September 1893.

WHEREAS by Our Warrants of the 12th June 1884 and the 16th July 1887, We were pleased to make regulations for carrying into effect the provisions of Section 18 of the Regimental Debts Act, 1863, respecting the undisposed of residues of the effects of persons dying on service while subject to military law;

And whereas by the Regimental Debts Act, 1893, which comes into operation on the 1st October 1893, the Regimental Debts Act, 1863, is repealed;

And whereas We deem it expedient by this Our Warrant to make regulations for carrying into effect the provisions of Section 10, § (2), of the Regimental Debts Act, 1893;

Now therefore Our will and pleasure is, and We do by this Our Warrant direct, as follows:—

1. Our Warrants of the 12th June 1884 and the 16th July 1887 shall be and the same are hereby cancelled as from the 1st October 1893.

2. All such undisposed of and unappropriated residues, mentioned in Section 10, § (2), of the Regimental Debts Act, 1893, as are now in the hands of our Secretary of State for War, and are applicable as mentioned in that sub-section, together with any income and accumulations of income accrued therefrom, shall forthwith, and all such undisposed of and unappropriated residues, as shall, from time to time, hereafter be in the hands of Our Secretary of State for War for the time being, together with any income and accumulations of income accrued therefrom, shall, from time to time, until We shall by Our Warrant direct to the contrary, be paid over and transferred unto the Official Trustees for the time being of the Patriotic Fund; and We do hereby order and direct the payment over and transfer of the said residues and income and accumulations of income accordingly.

3. All residues and income and accumulations of income so to be paid over or transferred as aforesaid from time to time, shall form one fund to be called the "Soldiers' Effects Fund," to be under the management and control of the Executive Committee for the time being of Our Commissioners for the time being of the said Patriotic Fund, but subject to and under such orders and regulations as may from time to time be made by Our said Commissioners, or any three or more of them; and shall be applied in payment of such compassionate, annual, or other allowances, to the widows and children or other dependent relatives of soldiers dying on service, or within six months after discharge, and generally in such manner for the benefit of such widows and children or other dependent relatives of soldiers dying as aforesaid, as the said Executive Committee, or any two or more of them, shall, from time to time, think fit, preferential consideration being given to the widows and children of soldiers on the married establishment, who—

(*a.*) Were killed in action, or died of wounds received in action, or from illness which can be directly traced to fatigue, privation, or exposure incident to active operations in the field, within 12 months of sustaining such wound or contracting such illness;

(*b.*) Died from an injury directly traceable to military duty within 12 months of sustaining such injury;

(*c.*) Died from illness directly traceable to fatigue, privation or exposure in the performance of military duty.

4. The widows and children of Mobilised Army Reserve men dying as aforesaid shall be considered as on the married establishment.

5. The said "Soldiers' Effects Fund" shall be held by the Official Trustees for the time being of the said Patriotic Fund, on behalf of Our said Commissioners for the time being as having the management thereof. Our said Commissioners shall be at liberty to invest the said "Soldiers' Effects Fund" upon such investments as they or any three or more of them shall from time to time think fit, and shall keep separate accounts of the said Fund.

6. This Warrant shall come into operation on the 1st October 1893.

Given at Our Court at Osborne this 22nd day of August 1893, in the 57th year of Our Reign

By Her Majesty's Command,

H. Campbell-Bannerman.

APPENDIX, No. 3.

PAPER handed in by Colonel *J. S. Young*, 24 May 1895.

(No. 2732—93.)

Royal Commission of the Patriotic Fund,
53, Charing Cross, S.W., 27 October 1893.

Sir,

NUMEROUS applications are being received for assistance for the Widows and Orphans of deceased Seamen and Marines other than those who lost their lives in June last by the sinking of H.M.S. "Victoria."

Some of the cases appear to have received assistance from Greenwich Hospital Fund, while others appear to have received no assistance from Naval sources.

As the fund at the disposal of this Commission applicable to either class of these cases is very limited in extent, I am directed to ask that, if compliance with the following request will not give too much trouble, I may be furnished with a list of such cases as have been relieved from Naval sources since the issue of the regulations, dated 21st December 1883, "for the grant of pensions to widows, and allowances to children, and of gratuities to parents and other relatives of Seamen, Marines, and other seafaring persons"; also a list of such cases of Seamen and Marines who died while actually employed, but whose widows, orphans, or other dependent relatives have received no assistance.

I have, &c.
(signed) *J. S. Young*, Colonel,
Secretary.

The Secretary to the Admiralty.

(No. 2732—93.)

Admiralty, 21 December 1893.

Sir,

WITH reference to your letter of 27th October, asking for a list of cases relieved from Naval sources since the issue of the regulations of 21st December 1883, I am commanded by my Lords Commissioners of the Admiralty to transmit herewith :—

1. A list of the number of widows and orphans assisted from Greenwich Hospital Funds.

2. Total number of gratuities to parents and other relatives of Seamen and Marines.

It is found that there are no means in office of identifying the cases of those widows or other dependent relatives who have been refused assistance since 1883.

I am, &c.
(signed) *Evan MacGregor.*

The Secretary, Royal Patriotic Commission,
Spring Gardens.

Since 21st December 1883, the numbers of widows and children of Seamen, &c., assisted (pecuniarily) from Greenwich Hospital Funds, have been, as follows :—

Of men lost in "Wasp" 1884	15	widows,	12	children.
Ditto - "Wasp" 1887	10	„	15	„
Ditto - "Serpent" 1890	61	„	79	„
Ditto - "Victoria" 1893	73	„	118	„
Other cases	165	„	271	„
TOTALS	324		495	

The amounts paid out of Naval Funds as gratuities to dependent relatives since 1883, are as follows :—

		£.	s.	d.
1884–85	"Victoria" and "Albert"	28	–	–
1887–88	"Wasp"	106	5	10
1888–89	"Wasp"	243	8	1
1890–91	"Serpent"	1,339	14	10
1891–92	"Serpent"	173	14	6
1893–94	"Victoria"	2,863	4	8
TOTAL		£. 4,754	7	11

APPENDIX, No. 4.

PAPER handed in by Colonel *J. S. Young*, 14 June 1895.

Dear Sir, Sailors' Rest, Portsmouth, 7 August 1893.

It is understood that the Patriotic Fund will, in conjunction with certain representatives from the Navy, administer the various sums collected at the Mansion House and from other sources in aid of the relatives and friends of those lost in the "Victoria"; and, in view of a possible early distribution of the same, will you kindly inform me for Miss Weston, who has, as perhaps you are aware, been distributing for the last six weeks, not only to the widows and others living here, but all over the kingdom, when it is proposed to commence the relief in question, in order that she may be able to cease her weekly relief, as otherwise there would be a double distribution.

She has a very comprehensive account, not only of the circumstances of each recipient, numbering, probably, three-fourths or more of the whole, but of the various sums given each from time to time, and would, no doubt, be very pleased to assist the Fund in certifying to any application which you will probably require each candidate to fill in.

I am, &c.
(signed) *John W. Seccombe*,
Fleet Paymaster, R.N.

(2021.)

Dear Sir, Royal Commission of the Patriotic Fund, 53, Charing Cross, S.W., 11 August 1893.

Your letter of 7th instant having been addressed to 5, St. Martin's-place, did not reach me in due course.

In reply, I may say that information had already reached this Commission that relief has been, and is continuing to be, afforded from various sources to the widows, children, and other dependents of those who perished in H.M.S. "Victoria."

It is, as you say, of course desirable to avoid double distribution of relief, and this can only be effectually accomplished by full information as possible being afforded to this Commission of the sums already disbursed to a given date to each widow for herself, and where there are children, for each child, and in cases of other dependents, to each individual dependent; also the total amount, at same given date, in hand from sums subscribed for distribution in relief of the "Victoria" widows, orphans, and other dependents.

If you can kindly give any information in regard to the relief afforded and the balance in hand at a given date of the sums sent to Miss Weston for the "Victoria" widows, orphans, and other dependents, together with any such additional information, as you mention in your letter you have in a very comprehensive state, as to the circumstances of each recipient, the same will be gratefully received.

Thanking you for courtesy in the matter,

John W. Seccombe, Esq., R.N., Fleet Paymaster,
Sailors' Rest, Portsmouth.

I am, &c.
(signed) *J. S. Young*, Secretary.

Dear Colonel Young, Royal Sailors' Rest, Devonport, 21 August 1893.

I should be very glad to have a personal interview with you, either in London or here, as most convenient to yourself. I am pensioning a large number of widows and mothers all over the United Kingdom, and these cases do not in any way come within the jurisdiction of the local committee here.

In order to prevent overlapping, and to place a large amount of accredited information before you, which will be valuable to the Commission, we ought to meet.

I am, &c.
(signed) *Agnes E. Weston.*

(2113.)

Dear Miss Weston, Royal Commission of the Patriotic Fund, 53, Charing Cross, S.W., 23 August 1893.

I should be very pleased to make your acquaintance personally, and would name a time and place for meeting you, but that I am quite unable to do so at present, owing to the exceptional calls upon my time, which I am afraid will last yet awhile.

If, however, you will be so kind as to let me have, meanwhile, in a written form, in reply to my letter to you of 11th instant, the information you kindly offered to place at the disposal of this Commission and that asked for in my letter, the object you mention as having in view in both of your letters to me of 7th and 21st instant, viz., to prevent overlapping of relief to the dependents of those who perished in H.M.S. "Victoria," will best be effected.

Miss Weston, Royal Sailors' Rest, Devonport.

I am, &c.
(signed) *J. S. Young.*

APPENDIX No. 5.

PAPER handed in by Colonel *J. S. Young*, 14 June 1895.

RETURN of all Widows and Orphans of Officers, Non-Commissioned Officers, Soldiers, and Sailors of Her Majesty's Forces who have been refused Relief by the Commissioners of the Patriotic Fund from 1st January 1893 to 8th May 1895.

APPENDIX, No. 5.

PAPER handed in by Colonel *J. S. Young*, 14 June 1895.

RETURN of all Widows and Orphans of Officers, Non-Commissioned Officers, Soldiers, and Sailors of Her Majesty's

Names of Widows and Orphans.	Of the Deceased Husband or Father.			Length of Service in the Russian War if known.	If Wounded, or received other Injury, or suffered from severe Illness during Service in the Russian War.	Subsequent Service.	Under Medical Treatment.	
	Name.	Rank.	Ship or Regiment.					
Sitch, Harriet	Sitch, Thomas	Gunner and Driver	R. A.	1 9/12 years	No evidence	2 years. No record of employment after discharge had been received.	No evidence	1
Madigan, Ellen	Madigan, James	Sergeant	50th Regiment	1 1/12 years	ditto	8 years. Subsequently employed as Serjeant Instructor of Volunteers, &c.	ditto	2
Matthews, Mary	Matthews, John	ditto	41st Foot	8 months	ditto	8 years. After discharge was employed as Drill Instructor to Scottish Borderers Militia.	ditto	3
Moores, Mary	Moores, Abraham	Sergeant Major	47th Regiment	1 7/12 years	ditto	11 years. After discharge was employed for 16 years as Instructor to a Volunteer Regiment.	ditto	4
Mitchell, Catherine	Mitchell, Hugh	Sergeant	19th Foot	1 8/12 years	ditto	13 3/12 years in Army Reserve; subsequently employed as Messenger.	ditto	5
Garrard, Jemima	Garrard, Thomas	Private	Coldstream Guards	10 months	ditto	12 years in Army. After discharge was employed at Army Clothing Department for 22 years.	ditto	6
Joy, Jane	Joy, Henry	Trumpet Major	17th Lancers	2 years	ditto	4 years. After discharge was employed as Messenger to H.R.H. the Commander in Chief for 23 years.	ditto	7
Hewitt, Elizabeth	Hewitt, Thomas	Private	Coldstream Guards	5 months	No evidence of any, but it is alleged that he was invalided home from Crimea as unfit for further service, in consequence of gangrene of foot.	8 years as Officer's Servant.	ditto	8
Lyons, Mrs. Fanny	Lyons, Fredk. A.	1st Class, Assistant Engineers.	Royal Navy	5 months	No evidence	Discharged at own request in 1855; subsequently rejoined the Service, and continued serving until 21st June 1886.	In 1854 was under medical treatment for rheumatism.	9
Fellows, Jane	Fellows, William	Private	Grenadier Guards	11 months	Received gun-shot wound in right shoulder at Alma.	Nil	No evidence	10
Hall, Misses Jane, aged 41, and Emily, aged 34.	Daughters of Hall, Mr. William.	Chief Engineer	"Gleaner"	Not stated	No evidence	15 years. Home, March 1856 to August 1857; North America and West India Station, September 1857 to January 1860; Cape of Good Hope, March 1861 to August 1861; home, June 1862 to December 1868; Channel Fleet, June 1870 to August 1871.	Suffered from catarrh, ophthalmia, rheumatism, &c., on several occasions, from 1858 to 1871, when he was invalided and placed on the retired list.	11
Morgan, Alice N., late Godding (remarried woman).	Godding, James H.	Sergeant	Royal Artillery	1 1/2 years	No evidence	In India from 1857 to 1859.	No evidence	12
Boots, Sarah	Boots, William	ditto	7th Fusiliers	2 7/12 years	ditto	2 weeks	ditto	13
McCormick, Mary	McCormick, Patrick	Private	48th and 90th Fusiliers.	1 1/2 years	No	Malta, 1 5/12 years; Gibraltar, 1 2/12 years; India, 9 1/12 years.	ditto	14
Dawson, Alice	Dawson, Leonard N. W.	Sergeant	Rifle Brigade	2 4/12 years	No	Malta, 5 1/12 years; Gibraltar, 1 8/12 years.	ditto	15
Ramsay, Mrs. Margaret	Ramsay, John	Captain	Royal Artillery	1 year	Twice wounded; head, face, and sight of right eye; also on right leg.	21 years	ditto	16
Macleod, Mrs. Maria Catherine.	Macleod, Henry D. J.	Lieutenant	Land Transport Corps.	1 year	Wound d in right leg in trenches.	3 years in Regular Army; 8 years as Adjutant, Volunteers; 20 years as Writer, Royal Arsenal.	ditto	17

APPENDIX, No. 5.

PAPER handed in by Colonel *J. S. Young*, 14 June 1895.

Forces who have been refused Relief by the Commissioners of the Patriotic Fund, from 1st January 1893 to 8th May 1895.

	Date of being Pensioned.	Date of Death.	Cause of Death.	Age.	Date of Marriage.	Number of Children.	Date of Refusal of Relief.	Grounds on which Refusal was based.	Remarks.
1	13 Jan. 1857	28 Oct. 1885	Chronic bronchitis and rheumatism.	71	20 April 1856	—	8 Feb. 1893	Death not caused by service in Russian War.	
2	5 April 1864	4 Dec. 1879	Bronchitis - -	54	22 April 1849	—	8 Feb. „	- ditto - - ditto.	
3	23 May 1865	12 April 1882	Stricture of urethra	50	26 Dec. 1855	4, over age -	8 Feb. „	- ditto - - ditto.	
4	28 May 1867	10 Mar. 1892	Bronchitis and cardiac failure.	66	20 July 1846	5, over age -	8 Feb. „	- ditto - - ditto.	
5	1 Nov. 1873	20 April 1893	Cardiac failure - -	67	26 Nov. 1844	5, over age -	12 July „	- ditto - - ditto.	
6	28 April 1868	12 Mar. „	Bronchitis; emphysema.	65	20 Aug. 1851	2, over age -	25 Aug. „	- ditto - - ditto.	
7	8 May 1860	17 Aug. „	Gangrene of foot -	74	27 Nov. 1848	9, over age -	11 Oct. „	- ditto - - ditto.	
8	25 May 1864	16 Aug. 1885	- ditto - - -	-	14 April 1846	—	11 Oct. „	- ditto - - ditto.	
9	—	6 Oct. 1893	Cancer - - -	66	1 July 1852	4, over age -	6 Dec. „	- ditto - - ditto.	
10	13 Mar. 1855	31 Jan. 1894	Chronic rheumatism and bronchitis.	74	21 Oct. 1845	1, over age for relief.	14 Mar. 1894	- ditto - - ditto.	
11	13 Aug. 1871	20 Jan. 1877	Apoplexy - - -	50	19 Nov. 1850	—	11 Apr. „	- ditto - - ditto - -	Application from mother for assistance refused 25th April 1877.
12	Serving at time of death.	13 Aug. 1859	Phthisis-pulmonalis -	29	19 Apr. 1856	—	11 July „ and 12 Dec. „	- ditto - - ditto.	
13	- ditto -	20 July 1856	Bronchitis - -	28	20 Feb. 1853	1, over age for relief.	11 July „	- ditto - - ditto.	
14	25 Aug. 1868	19 Sept. 1893	Syncope, due to valvular disease of heart.	60	19 Aug. 1856	4, over age for relief.	17 Oct. „	- ditto - - ditto.	
15	13 June 1865	27 July 1894	Diabetes - - -	73	24 Dec. 1846	5, over age for relief.	17 Oct. „	- ditto - - ditto.	
16	1 Oct. 1877	3 Sept. 1894	Paralysis - - -	73	26 Nov. 1844	6, over age for relief.	13 Feb. 1895	- ditto - - ditto.	
17	7 May 1859 By sale of commission.	28 Feb. 1895	Chronic bronchitis; influenza 14 days; acute bronchitis.	75	13 Dec. 1849	—	8 May 1895	- ditto - - ditto.	

J. S. Young, Colonel,
Secretary, Royal Commission of the Patriotic Fund.

APPENDIX, No. 6.

PAPER handed in by Colonel *J. S. Young*, 14 June 1895.

LIST of renewed Applications during 1894-95, for Relief from Patriotic Fund from Widows Married before 1858, Russian War Service, as required by Section 5, Patriotic Fund Act, 1867,

No.	NAME AND AGE OF WIDOW.		RANK AND NAME OF HUSBAND.	Date and Cause of Death of Husband, and Age at Death.			Illnesses while Serving.	
				Date of Death.	Age.	Cause.		
1	Toomey, Jane	64	Toomey, James, Colour Serjeant.	9 June 1869	45	Heart disease	Cough, pain in chest, and general debility, dulness at apex of right lung.	1
2	M'Gorman, Bridget	–	M'Gorman, William	25 June 1893	–	Valvular heart disease.	—	2
3	Wilson, Agnes	57	Wilson, George, Private	16 Nov. 1878	47	Dropsy of heart	—	3
4	Corbett, Mary Ann	64	Corbett, John, Serjeant	25 Apr. 1873	53	Consumption	—	4
5	Stabbins, Alice	63	Stabbins, James, Private	28 Apr. 1891	78	Chronic bronchitis	—	5
6	Martin, Elizabeth	–	Martin, Samuel, Leading Stoker.	28 Oct. 1869	42	Pneumonia	—	6
7	Eagar, Elizabeth	–	Eagar, William, Colour Serjeant.	13 Apr. 1885	56	Chronic asthma and cardiac disease.	—	7
8	Kennedy, Eliza	61	Kennedy, Timothy, Private	28 Nov. 1894	–	Bronchitis	—	8
9	Burchell, Jane	70	Burchell, William	1881	–	—	Wounded at Sebastopol	9
10	New, Cassandra (now Foy)	60	New, Matthew, 1st Class Petty Officer.	– Aug. 1858	–	Ulceration of bowels.	Diarrhœa	10
11	Carroll, Mary	65	Carroll, John, Private	– Feb. 1881	–	Disease of lungs	—	11
12	Fryth, Ann	69	Fryth, William, Private	27 Oct. 1865	–	Knocked down and trodden on at railway station.	—	12
13	Butler, Ellen	62	Butler, Michael, Private	18 Feb. 1890	61	Heart disease	—	13
14	Harter, Sarah	70	Harter, Thomas, Master-at-Arms.	17 Mar. 1869	–	Disease of lungs	Diarrhœa, dyspepsia, catarrh, hemorrhage from stomach.	14
15	Cutler, Eliza	–	Cutler, John, Troop Serjeant Major.	10 Mar. 1869	43	Pneumonia	—	15
16	Taylor, Hannah Jane	–	Taylor, Thomas W., Corporal.	24 Oct. 1865	37	Dropsy	Phthisis	16

24 May 1895.

APPENDIX, No. 6.

PAPER handed in by Colonel *J. S. Young*, 14 June 1895.

which could not be entertained, owing to no Proof being forthcoming that Death of Husband was due directly to or were refused, cause of Death of Husband not being due to Russian War Service.

	War Services, including Service in other Wars, after Russian War.	Date of Discharge from Navy or Army.	Total Service in Navy or Army.	Number and Ages of Children.	Date of dealing with Application, or of Refusal.	REMARKS.
1	Crimea, 22 April 1855 to June 1856.	20 Sept. 1864	20 years	*4; aged 14, 12, 10, 6	Committee 10 Sept. 1869 23 May 1870 24 Sept. „ 27 Oct. 1871 3 March 1894	*Two boys admitted to Boys' Temporary Home in 1870.
2	Crimea	10 July 1855	—	1; over age for relief	21 Dec. 1893 30 June 1894	
3	Crimea and Indian Mutiny	1 June 1869	21 years	1; over age for relief	17 Jan. 1879 9 May 1894	
4	Crimea	25 April 1872	13 years	*5; 2 over age for relief.	Committee 30 Oct. 1872 13 Aug. 1894	*Two girls admitted to Royal Victoria Patriotic Asylum in 1872. One boy admitted to Barnet in 1873.
5	Crimea	19 June 1860	21 years	6; over age for relief	Committee. 14 Oct. 1891 19 Sept. 1894	
6	Crimea	18 July 1867	20 years	*1	8 May 1879 28 Sept. 1894	*Admitted to Barnet, 1879.
7	Crimea, Maori	1865	19 years	5; live in New Zealand	26 May 1886 8 Nov. 1894	
8	Crimea	2 July 1875	20 years	3; aged 12, 8, 1	11 Dec. 1875 13 Nov. 1894	
9	Crimea	30 Oct. 1855	12 years	—	27 Jan. 1882 3 Aug. 1894	
10	Crimea, Indian Mutiny	1860	21 years	*3; aged 8, 6, 3	27 Nov. 1870 15 Jan. 1894	*Two in Boys' Temporary Home, Barnet, 1857.
11	Crimea	1881	21 years	*3; 2 over age for relief.	19 July 1884 19 Jan. 1894	*One admitted to St. Clare's in 1882.
12	Crimea	1861	21 years	4; over age for relief	30 Nov. 1882 1 Feb. 1895	
13	Crimea	17 Dec. 1857	10 years	—	Committee. 11 Oct. 1893	
14	Crimea	—	—	*4; 1 over age for relief.	Committee 30 Oct. 1869 26 April 1895	*Three admitted to Royal Victoria Patriotic Asylum in 1870.
15	Crimea, Indian Mutiny	10 Mar. 1869	24 years	*6; aged 12, 10, 7, 5, 3, 1	Committee 8 Feb. 1893 6 May 1895	*Three admitted to Norwood in 1870.
16	Crimea	—	14 years	*3; aged 8, 11, 8	Committee 2 June 1866 8 May 1895	*Two admitted to Royal Victoria Patriotic Asylum in 1869.

J. S. Young, Colonel,
Secretary, Royal Commission of the Patriotic Fund.

APPENDIX, No. 7.

PAPER handed in by Colonel *J. S. Young*, 14 June 1895.

RETURN of all Widows and Orphans of Officers, Non-Commissioned Officers, Soldiers, and Sailors, of Her could not be entertained, owing to no Proof being forthcoming that Death of Husband was

No.	NAME AND AGE OF WIDOW.		NAME AND RANK OF HUSBAND.		Date and Cause of Death of Husband, and Age at Death.			
					Date.	Age.	Cause.	
1	Phillips, E. Married 12 November 1857.	67	Phillips, Charles	Corporal	27 Nov. 1893	–	—	1
2	Barron, Eleanor Married 20 February 1849.	70	Barrow, ——	Bandmaster	1861	–	Heart disease	2
3	Clark, Sarah A. Married 8 September 1856.	–	Clark, Abraham	Sergeant	8 Mar. 1894	–	Chronic bronchitis	3
4	Stewart, Mary Married 10 June 1847.	65	Stewart, Robert	—	3 Jan. 1891	–	Cardiac and phthisis obstruction.	4
5	Cooper, Margery Married 26 October 1852.	–	Cooper, Henry	Boatswain	15 July 1893	–	Heart disease	5
6	West, Elizabeth Married 21 April 1852.	67	West, John	Gunner, R.A.	10 Jan. 1894	–	Asthma and bronchitis	6
7	Egan, Bridget Married in 1856.	–	Egan, Owen	Sergeant	1858	–	No record	7
8	Short, Jane Married 28 September 1845.	74	Short, David	Sergeant	9 Dec. 1893	–	No record	8
9	Edwards, M. Married before 1858.	–	Edwards, James	—	1 Oct. „	–	Burns, caused by the upsetting of a paraffin lamp.	9
10	Quaine (late James) Re-married woman.	–	James. Robert	Gunner	1874	–	No record	10
11	Osborne, Elizabeth	70	Osborn, William T.	Ship's Corporal	1863	–	Drowned while serving	11
12	Finn, Mary Married 22 September 1856.	–	Finn, John	Private	16 Feb. 1883	–	Pneumonia	12
13	Watson, Ann Married before 1858.	–	Watson, ——	Seaman	—	–	—	13
14	Trulock, Ann Married in 1839, date unknown.	–	Trulock, Henry	Corporal	23 April 1894	–	No record	14
15	Rogers, Rebecca Married in 1851.	70	Rogers, Robert	Colour Sergeant	16 May 1894	–	General paralysis	15
16	Leitch, Clarissa Married 2 May 1848.	74	Leitch, Peter	Sergeant Major	1894	–	No record	16
17	Parker (late Page), Margaret J. Married to first husband 16 March 1857.	–	Parker, William	Sergeant	—	–	- ditto -	17
18	Fowler, Catherine Married December 1852.	63	Powler, Patrick	—	29 Jan. 1890	–	- ditto -	18
19	Goodwin, Mary Ann Married in 1849, date unknown.	66	Goodwin, Charles	—	7 Jan. 1889	–	Hæmoptysis	19
20	Park, Ann Married 14 February 1848.	69	Park, Edward	Private	21 Jan. 1891	–	No record	20
21	Hall, Sarah Married 1 June 1848.	–	Hall, Andrew	Gunner, R.A.	6 Oct. 1880	–	Heart disease	21
22	McIntyre, —— Married 21 September 1857.	68	McIntyre, Malcolm	Private	23 Mar. 1888	–	- ditto -	22

APPENDIX, No. 7.

PAPER handed in by Colonel *J. S. Young*, 14 June 1895.

Majesty's Forces, who have applied for Relief during 1894, who were Married before 1858, whose Applications due directly to Russian War Service, as required by Section 5, Patriotic Fund Act, 1867.

	Illness while Serving.	War Services, including Service in other Wars after Russian War.	Date of Discharge from Navy or Army.	Total Service in Navy or Army.	Number and Ages of Children.	Date of dealing with Application.	REMARKS.
1	Wounded in left arm while in trenches before Sebastopol.	Russian War service only	13 May 1856	7 $\frac{15}{365}$ years	—	5 Mar. 1894	
2	No evidence	ditto	Died while serving	—	—	15 Mar. „	
3	ditto	No record	15 March 1870	22 $\frac{11}{365}$ years	—	9 April „	
4	ditto	Russian War 1 $\frac{1}{2}$ years	Not given	Not given	4, over age for assistance.	23 April „	
5	ditto	Only Russian War service stated.	1880	39 years.	—	9 Feb. „	
6	ditto	Russian War service	15 October 1886	12 years; also 18 in Reserves.	1, over age	27 April „	
7	ditto	China, Russian War, and Indian Mutiny.	Not given	18 years	—	1 May 1895	
8	ditto	Russian War service only	2 August 1870	24 $\frac{188}{365}$ years	—	28 May „	
9	ditto	ditto	Not given	Not given	—	1 June 1894	
10	ditto	ditto	ditto	ditto	—	5 June „	
11	ditto	ditto	Died while serving	ditto	—	6 June „	
12	ditto	ditto	15 June 1875	20 $\frac{73}{365}$ years	—	30 May „	
13	Alleged to have been wounded in head by portions of a shell.	ditto	Not given	—	—	15 Feb. „	
14	No evidence	ditto	5 May 1863	22 years	6, over age	18 June „	
15	ditto	ditto	Not given	Not given	—	18 June „	
16	Wounded at storming of Redan, Sebastopol.	Russian War 1 $\frac{1}{2}$ years	26 March 1872	28 years	1, over age	29 June „	
17	No evidence	Russian War; afterwards in India for about six years.	Died while serving	—	—	12 June „	
18	ditto	During whole of Russian War; afterwards in Indian Mutiny.	21 May 1867	—	2, over age	17 July „	
19	Alleged to have been wounded in head during Crimean War.	Russian War service only	—	—	—	20 Aug. „	
20	No evidence of any, but it is alleged that he suffered very much from deafness after the Russian War.	ditto	9 November 1860	21 $\frac{30}{365}$ years	—	20 Sept. „	
21	No evidence	ditto	March 1862	—	3, over age	1 Oct. „	
22	ditto	ditto	19 March 1860	—	4, over age	5 Oct. „	

RETURN of all Widows and Orphans of Officers, Non-Commissioned Officers, Soldiers, and

No.	NAME AND AGE OF WIDOW.		NAME AND RANK OF HUSBAND.		Date and Cause of Death of Husband, and Age at Death.			
					Date.	Age.	Cause.	
23	Dempster, ——	–	Dempster, John	Private	10 July 1891	–	—	1
24	Elmore, Hanorah	–	Elmore, William	—	21 July 1882	–	—	2
25	Watson, Jane Married 5 January 1853.	–	Watson, Alexander	—	8 June 1893	–	—	3
26	Murdock, —— Married 17 September 1849.	60	Murdock, Thomas	Corporal	29 April 1892	–	Paralysis	4
27	Sexton (late Bryan), Elizabeth Married to first husband in 1846.	–	Bryan, Peter	Private	29 July 1865	52	Inflammation of the abdominal viscera.	5
28	Shaw, Mrs. Georgina Married 25 December 1852.	–	Shaw, Mr.	Ship's carpenter	27 Oct. 1886	–	Knocked down by train at Portsmouth Town Station.	6
29	Callery, Mary Married 19 March 1852.	66	Callery, Thomas	Lance Sergeant	8 Mar. 1873	–	Inflammation of the bowels.	7
30	Bennett, —— Married 26 April 1848.	68	Bennett, James	Private	19 Aug. 1879	–	Bad legs	8
31	Peel, Margaret Married 5 November 1849.	–	Peel, Abraham	Colour Sergeant	28 Feb. 1885	–	Asthma	9
32	Green, Elizabeth Married 28 October 1852.	–	Green, James	Private	—	–	—	10
33	Mummery, Frances B. Married 3 December 1845.	–	Mummery, Charles	Seaman	4 Dec. 1894	–	—	11
34	World, —— Married in 1848.	67	World, Thomas	—	12 Dec. „	–	—	12
35	Sargeant, Emma Married 11 June 1849.	–	Sargeant, Peter	—	2 Mar. 1889	73	—	13
36	Stock, Rebecca Married 29 April 1856.	77	Stock, John W.	Gunner's mate	1881	–	—	14
37	Hayes, Elizabeth Ann Married 31 July 1850.	68	Hayes, John	Cooper	23 Nov. 1891	–	Paralysis	15
38	Locke, E. J. Married in 1852.	–	Locke, John	2nd Class petty officer.	– Aug. 1890	–	Heart disease	16
39	M'Namee, Eliza Married in November 1853.	70	M'Namee, Edward	Colour Sergeant	About 1876	–	—	17
40	Cox, Emma Ann Married 14 October 1840.	–	Cox, Henry	Colour Sergeant	1878	–	—	18
41	Muir, Mary Married 18 September 1846.	–	Muir, David	Sapper, R.E.	23 Mar. 1893	–	General decay	19
42	Slack, Martha	–	Black, ——	Sergeant	19 May 1875	–	Disease of the liver	20
43	Kemp, —— Married 10 June 1851.	64	Kemp, John	Sergeant	19 Sept. 1891	–	Cancer	21
44	King, Elizabeth Married 21 February 1845.	73	King, John	Leading seaman	14 April 1892	–	Cancer of liver	22
45	Ruddy, Ann Married 8 August 1847.	70	Ruddy, Richard	Gunner, R.A.	25 Nov. 1891	–	Pleurisy and paralysis	23
46	Murphy, Bridget Married in 1851 (22 October).	–	Murphy, Daniel	Private	About 1888	–	—	24
47	Begg, Sarah Married 10 September 1849.	–	Begg, William	Gunner	22 Jan. 1895	–	Bronchitis, &c.	25

Sailors, of Her Majesty's Forces, who have Applied for Relief during 1894, &c.—*continued.*

	Illness while Serving.	War Service, including Service in other Wars, after Russian War.	Date of Discharge from Navy or Army.	Total Service in Navy or Army.	Number and Ages of Children.	Date of dealing with Application.	REMARKS.
1	No evidence	Russian War service only	4 February 1862	$21\frac{99}{365}$ years	—	10 Oct. 1894	
2	ditto	Russian War, and Indian Mutiny.	25 July 1865	$10\frac{187}{365}$ years	—	12 Oct. „	
3	Wounded in jaw during Indian Mutiny.	ditto ditto	1860	—	* 3 children; 2 over age.	21 Sept. „	* School offered for youngest child.
4	No evidence	—	28 April 1863	—	—	5 Nov. „	
5	Invalided from Crimea; general debility.	Russian War service only	22 July 1856	25 years	* 6 children	6 Nov. „	* Had four children educated at the expense of the Fund.
6	No evidence	ditto ditto	19 July 1873	24 years	2, over age	15 Nov. „	
7	Alleged to have been invalided from the Crimea.	Russian War; afterwards in India.	4 July 1865	21 years	—	16 Nov. „	
8	No evidence	Russian War service only	7 August 1860	$21\frac{213}{365}$ years	—	10 Dec. „	
9	ditto	ditto ditto	27 August 1867	21 years	4, over age	22 Dec. „	
10	ditto	ditto ditto	15 June 1864	$24\frac{334}{364}$ years	1, over age	31 Dec. „	
11	ditto	ditto ditto	25 June 1871	32 years	3, over age	16 Jan. 1895	
12	ditto	ditto ditto	8 December 1877	38 years	—	17 Jan. „	
13	Invalided, 27 November 1861, for "Enurisis."	—	—	—	—	25 Jan. „	
14	No evidence	Russian War service only	31 October 1866	$20\frac{6}{12}$ years	—	29 Jan. „	
15	ditto	Russian War, and Indian Mutiny.	—	23 years	4, over age	28 Jan. „	
16	Invalided from Crimea	Russian War service only	—	—	—	30 Jan. „	
17	No evidence	Russian War, and Indian Mutiny.	18 September 1860	$21\frac{10}{365}$ years	2, over age	31 Jan. „	
18	ditto	Russian War service only	18 July 1856	$21\frac{44}{364}$ years	—	26 Jan. „	
19	ditto	ditto ditto	2 December 1864	23 years	8, over age	7 Feb. „	
20	ditto	ditto ditto	—	—	—	12 Feb. „	
21	Wounded in the Crimea	ditto ditto	– September 1868	21 years	2, over age	12 Feb. „	
22	Wounded in action at Sebastopol, in consequence of which left arm was amputated.	ditto ditto	1854	—	6, over age	20 Mar. „	
23	No evidence	ditto ditto	—	—	—	28 Mar. „	
24	ditto	ditto ditto	4 August 1868	$21\frac{74}{365}$ years	—	26 April „	
25	ditto	ditto ditto	– August 1857	21 years	3, over age	2 May „	

APPENDIX, No. 8.

PAPER handed in by Colonel *J. S. Young*, 14 June 1895.

LIST of Applications received during 1894–95 for Relief from PATRIOTIC FUND, but not eligible for

No.	NAME AND AGE OF WIDOW.		NAME AND RANK OF HUSBAND.		Date and Cause of Death of Husband, and Age at Death.			
					Date.	Age.	Cause.	
1	Harper (late Adams), Mrs. Married after Indian Mutiny, date unknown.	–	Adams	Private	—	–	—	1
2	Covington, Agnes Married 6 October 1859.	–	Covington, William	Ship's Steward	18 Sept. 1873	41	Died suddenly	2
3	M'Millan, Barbara Ann Married 16 September 1858.	71	M'Millan, William	Sergeant	17 Aug. 1893	–	Paralysis of spine	3
4	Obrien, Bridget Married 14 April 1873.	67	Obrien, Roger	Private	—	–	—	4
5	Gibson, Mary Married 21 October 1859.	56	Gibson, Joseph	Private	27 April 1891	–	—	5
6	Hay, Jane Married June 1861.	–	Hay, John	Gunner	1867	–	Rupture of an artery of the lung.	6
7	Connors, Susannah Married 14 May 1859.	–	Connors, James	Colour Sergeant	15 May 1887	–	—	7
8	Dwyer, Martha Married 22 July 1858.	–	Dwyer, John	Sergeant	27 Jan. 1894	–	—	8
9	Connery, Mrs. Married in 1868, date unknown.	–	Connery, John	Private	28 Dec. 1892	–	—	9
10	Cook, Ann Married 31 January 1858.	–	Cook, Terence	Private	—	–	—	10
11	Cummins, Mary Married 5 December 1868.	60	Cummins, Charles	Private	11 Jan. 1894	62	—	11
12	Kearney, Ellen Married in 1876, date unknown.	60	Kearney, William Richard	Colour Sergeant	—	–	Died very suddenly	12
13	Rook (late Masters), Emma Married 11 January 1858.	–	Masters, James	Private	20 Oct. 1873	–	—	13
14	King, Matilda Married 12 July 1862.	49	King, John	Private	17 Jan. 1893	–	Phthisis	14
15	Selley, Ann Married 25 December 1861.	–	Selley, William	Corporal	27 June 1870	–	—	15
16	Fitzgerald, Ellen Married 22 August 1858.	55	Fitzgerald, Thomas	Colour Sergeant	28 April 1867	$36\frac{5}{12}$	Inflammation of bowels attributable to his wound.	16
17	Kelly, Mrs. Married 10 December 1860.	–	Kelly, Daniel	Sergeant	20 Dec. 1886	–	Drowned	17
18	M'Allister, Mrs. Married in 1861, date unknown.	–	M'Allister, Hastings	Sergeant Major	16 Sept. 1894	–	Debility, caused by wounds in action, diffuse inflammation.	18
19	Fenson, Mrs. Married in 1862, date unknown.	–	Fenson, Thomas	Private	1883	–	—	19
20	Wilder, Mary Ann Married in 1881, date unknown.	55	Wilder, Anthony	Private	14 Oct. 1894	$63\frac{1}{12}$	Heart disease	20
21	Murphy, Catherine Married 9 September 1863.	–	Murphy, Maurice	Corporal	23 Aug. „	–	ditto	21
22	Griffin, Honorah Married 30 December 1886.	–	Griffin, James	Seaman	7 Oct. „	–	Bright's disease	22
23	Conroy, Bridget Married 7 January 1879.	41	Conroy, Thomas	Private	26 Nov. „	–	Accident, falling down the hoist.	23
24	Gibbins, E. Married 9 March 1873.	–	Gibbins, William Henry	Seaman	16 April 1891	60	Biliary cholic	24

APPENDIX, No. 8.

PAPER handed in by Colonel *J. S. Young*, 14 June 1895.

Relief as having been Married after the 1st January 1858, or giving no Evidence of Date of Marriage.

	Illnesses while Serving.	War Services, including Service in other Wars after Russian War.	Date of Discharge from Navy or Army.	Total Service in Navy or Army.	Number and Ages of Children.	Date of dealing with Application.	REMARKS.
1	—	Crimea and Indian Mutiny.	—	—	2	25 Jan. 1894	Children over age.
2	—	Crimea - - -	Died serving	20 1/12 years - -	3; boy, 13 6/12, girls, 3 6/12 and 1 1/12.	Committee - 28 Jan. 1874 29 Jan. 1894	Offer of school for children refused.
3	—	ditto - - -	23 Dec. 1868	—	—	31 Jan. „	
4	—	ditto - - -	—	—	—	12 Feb. „	
5	—	ditto - - -	—	21 years -	—	15 Feb. „	
6	—	ditto - - -	—	5 years 100 days	—	29 March „	
7	—	ditto - - -	—	21 years - -	—	18 April „	
8	Collar bone broken and shoulder dislocated by a round shot on the night of 20th April 1855, in the trenches at Sebastopol.	ditto - - -	24 July 1877	23 years 89 days	5	10 April „	Children over age for school.
9	Both legs shot off in Crimea	ditto - - -	—	3 years - -	—	26 April „	
10	—	ditto - - -	—	21 years - -	—	2 May „	
11	Severely wounded through the left arm, 8th May 1856, at camp before Sebastopol.	ditto - - -	—	21 years 195 days	—	1 Feb. „	
12	Severely wounded in the leg at the Indian Mutiny.	Crimea and Indian Mutiny.	—	45 years - -	—	11 June „	
13	—	Crimea - - -	15 Nov. 1870	17 years 349 days	—	12 July „	
14	—	Crimea and Indian Mutiny.	9 May 1890	40 12/12 years - -	9; 5 over age, 1 boy aged 12.	15 May 1893 12 April 1894	Offer of school for 3 children: 2 boys to Royal Seamen and Marines Orphan School, Portsmouth, admitted 14 June 1893; 1 girl to Royal Victoria Patriotic Asylum, refused.
15	—	Crimea - - -	—	—	—	3 Oct. „	
16	Musket ball through left shoulder, 8th September 1855, at Redan, Crimea.	ditto - - -	Died serving	18 years 313 days	1*	18 Dec. 1867 Committee: 27 June 1868 4 July 1870 30 Oct. 1894	*Admitted to St. Vincent de Paul Orphanage 21st May 1869.
17	—	Crimea and Indian Mutiny.	22 May 1877	27 years - -	—	23 Oct. „	
18	—	Crimea - - -	—	42 years - -	—	25 Sept. „	
19	—	ditto - - -	—	15 years - -	—	—	
20	—	ditto - - -	4 July 1860	10 years 256 days	—	15 Nov. 1894	
21	—	—	16 June 1863	—	—	16 Nov. „	
22	—	Crimea - - -	- Oct. „	20 years - -	—	10 Dec. „	
23	—	Crimea and Indian Mutiny.	Died serving	—	4; aged 13, 12, 9, 7.	10 Dec. „	Offer of school for children refused.
24	—	Crimea - - -	—	—	3, over age -	20 Dec. „	

LIST of Applications received during 1894-95 for Relief from Patriotic Fund, but not eligible for Relief,

No.	NAME AND AGE OF WIDOW.		NAME AND RANK OF HUSBAND.		Date and Cause of Death of Husband, and Age at Death.			
					Date.	Age.	Cause.	
25	Blandford, Hannah - - - Married 9 February 1859.	–	Blandford, George - -	Private - - -	12 Aug. 1890	–	Dilation of heart - -	1
26	Wells, Lucy - - - - - Married in 1858, date unknown.	59	Wells, Jennings - -	Corporal - -	14 Dec. 1894	–	—	2
27	Rudman, R. - - - - - Married September 1864.	–	Rudman, Isaac - - -	Sergeant - -	21 Aug. 1870	34	Dropsy - - - - -	3
28	Elliott, Betsy - - - - Married July 1864.	–	Elliott, William - -	Private - - -	25 Jan. 1894	62	—	4
29	Barry, Bridget - - - - Married 5 February 1883.	–	Barry, John - - -	Private - -	7 Feb. 1895	–	Heart disease - - -	5
30	Donoghue, Mrs. - - - Married 30 November 1859.	–	Donoghue, James - -	Sergeant - -	18 Nov. 1894	–	Heart disease and dropsy	6
31	Irwin, Mrs. - - - - - Married 25 July 1863.	–	Irwin, John - - -	Private - - -	28 Oct. 1880		—	7
32	Perry, Ellen - - - - - Date of marriage not given.	–	Perry, John - - -	Colour Sergeant -	20 Nov. 1881	–	—	8
33	M'Owen, Eliza - - - - Date of marriage not given.	67	M'Owen, William - -	Barrack Sergeant -	5 Mar. 1895	–	—	9
34	Shaw, Anna Maria - - - Date of marriage not given.	65	Shaw, Joseph - - -	Driver - - -	1865 - -	33	—	10
35	Long, Mrs. - - - - - Date of marriage not given.	–	Long, Edward - - -	Private - - -	15 Feb. 1895	–	—	11
36	Chapman, Ann - - - - Date of marriage not given.	–	Chapman, Charles - -	Private - - -	1884 - -	–	—	12
37	Haswell, Susannah - - - Date of marriage not given.	80	Haswell, John - - -	Private - - -	– Oct. 1883	–	—	13
38	Beton, Elizabeth - - - Date of marriage not given.	69	Beton, Thomas - - -	Stoker - - -	6 Aug. 1893	–	—	14
39	Conway, Mrs. - - - - Date of marriage not given.	–	Conway, Michael - -	Private - - -	– Mar. „	59	Cancer - - - - -	15
40	Crowe, Mrs. - - - - - Date of marriage not given.	–	Crowe, Alfred G. - -	Bandmaster - -	8 Mar. 1894	–	Heart disease - - -	16
41	Reynolds, C. F. - - - - Date of marriage not given.	–	Reynolds, John T. - -	Sergeant - - -	13 Oct. 1892	–	—	17
42	Smith, Emma - - - - - Date of marriage not given.	64	Smith, James - - -	Private - - -	21 July 1893	63	—	18
43	Worman, Mary Ann - - - Date of marriage not given.	66	Worman, William - -	Private - - -	– Sept. 1891	65	—	19
44	Rowe, Catherine - - - Date of marriage not given.	–	Rowe, Thomas - - -	Private - - -	—	–	—	20
45	Ferris, Elizabeth - - - Date of marriage not given.	77	Ferris, George P. - -	Stoker - - -	8 Nov. 1894	70	—	21
46	M'Gregor, Mrs. - - - - Date of marriage not given.	–	M'Gregor, Charles - -	Troop Sergeant Major.	—	–	—	22
47	Donovan, Mary R. - - - Date of marriage not given.	–	Donovan, John - - -	Private - - -	—	–	—	23
48	Thorn, Mrs. - - - - - Date of marriage not given.	–	Thorn, George - - -	Corporal - -	—	–	–	24
49	Ranson, Mrs. - - - - Date of marriage not given.	–	Ranson, Peter - - -	Gunner - - -	9 Apr. 1891	59	—	25
50	Hymes, Mary Ann - - - Date of marriage not given.	–	Hymes, Thomas - - -	Private - - -	—	–	—	26
51	Lane, Ann - - - - - Date of marriage not given.	75	Lane - - - - - -	Private - - -	—	–	—	27
52	Biggins, Eliza - - - - Date of marriage not given.	–	Biggins, P. - - - -	Colour Sergeant -	9 Nov. 1892		—	28
53	Delaney, Mrs. - - - - Date of marriage not given.	–	Delaney - - - -	Armourer Sergeant	—	–	—	29
54	Whitehouse, Mrs. - - - Date of marriage not given.	70	Whitehouse, George J. -	2nd Master, R.N. -	16 May 1858	–	—	30
55	Parker, Isabella - - - Date of marriage not given.	67	Parker, John - - -	Colour Sergeant -	—	–	—	31
56	Ford, Rosetta - - - - Date of marriage not given.	–	Ford, Charles - - -	Sergeant - -	– Mar. 1892	–	—	32
57	Hefferman, Mrs. - - - Date of marriage not given.	–	Hefferman, John - -	Sergeant - -	– Jan. 1895	–	—	33

as having been Married after the 1st January 1858, or giving no Evidence of Date of Marriage—*continued.*

	Illnesses while Serving.	War Services, including Service in other Wars after Russian War.	Date of Discharge from Navy or Army.	Total Service in Navy or Army.	Number and Ages of Children.	Date of dealing with Application.	REMARKS.
1	—	Crimea	26 June 1860	20 years	—	22 Jan. 1895	
2	—	ditto	—	15 years	—	24 Jan. „	
3	—	ditto	Died serving	16 years	—	1 Feb. „	
4	—	Crimea and Indian Mutiny.	—	—	—	12 Feb. 1894	
5	—	ditto	—	21 years	3; aged 11, 10, 8.	12 Mar. 1895	
6	Sunstroke	ditto	August 1859	15 years	—	6 Feb. „ 15 Mar. „	
7	—	ditto	14 Dec. 1875	24 years	—	1 Apr. „	
8	—	Crimea and China	Died serving	20 years	5	28 Nov. 1882 30 Oct. 1894 6 Apr. 1895	Offer of school for children refused.
9	—	Crimea	1855	23 years	—	23 Mar. „	
10	—	ditto	—	—	—	21 Mar. „	
11	—	ditto	—	—	—	25 Feb. „	
12	—	ditto	1862	—	—	17 Jan. 1894	
13	—	ditto	—	—	—	20 Nov. 1893 27 Jan. 1894	
14	—	ditto	—	—	—	30 Jan. „	
15	Scinde fever	ditto	—	25 years	5	9 May 1893 28 Mar. 1894	Offer of school for children refused.
16	—	ditto	19 May 1874	25 years 9 months	2	19 Mar. „	
17	—	ditto	8 May 1869	29 years 2 months	—	21 Nov. 1892 17 Jan. 1893 31 July „ 13 Apr. 1894	
18	—	ditto	—	—	—	29 Mar. „	
19	Wounds at Alma	ditto	—	—	—	6 Apr. „	
20	—	ditto	—	—	—	13 Apr. „	
21	—	ditto	—	—	—	15 June „	
22	—	ditto	—	—	—	21 June „	
23	—	ditto	—	—	—	26 June „	
24	—	Crimea and Indian Mutiny.	—	—	—	9 July „	
25	—	ditto	—	—	—	10 July „	
26	—	ditto	—	21 years	—	13 July „	
27	—	Crimea and China	12 Feb. 1867	21 years	—	7 Aug. „	
28	—	Crimea	—	21 years	—	7 Aug. „	
29	—	ditto	—	—	—	17 Aug. „	
30	—	ditto	—	—	—	17 Aug. „	
31	—	ditto	—	—	—	24 Sept. „	
32	—	ditto	1868	—	—	15 Feb. 1895	
33	—	Crimea and Indian Mutiny.	—	—	—	6 May „	

J. S. Young, Colonel.
Secretary, Royal Commission of the Patriotic Fund.

APPENDIX, No. 9.

PAPER handed in by Colonel *J. S. Young*, 14 June 1895.

ROYAL COMMISSION OF THE PATRIOTIC FUND.

ROYAL COMMISSIONERS.

Meetings 1890 to 1894, *inclusive*.

NAME.	1890 (1).	1891 (3).			1892 (1).	1893 (5).					1894 (2).		Total Number of Meetings (12).
	14th May.	3rd June.	14th July.	6th November.	11th May.	3rd February.	11th May.	20th July.	26th August.	31st October.	30th March.	31st May.	Total Number of Attendances.
PRESIDENT :													
Field-Marshal His Royal Highness The Duke of Cambridge, K.G.	1	1	1	1	1	1	1	1	1	1	1	1	12
General His Serene Highness Prince Edward of Saxe-Weimar, K.P., G.C.B. (appointed 9th August 1890).	–	1	1	–	1	1	1	1	1	1	–	–	8
His Grace The Duke of Norfolk, K.G.	–	1	–	–	–	–	1	1	1	1	–	–	5
The Most Noble The Marquis of Ripon, K.G.	–	–	–	–	–	–	–	–	–	–	–	–	—
The Right Honourable The Earl Nelson	1	1	–	1	1	1	1	1	1	1	1	1	11
The Right Honourable The Earl of Morley (appointed 9th August 1890).	–	1	–	–	–	1	1	1	–	–	–	1	5
Admiral The Right Honourable The Earl of Clanwilliam, K.C.B., K.C.M.G.	1	1	–	–	–	–	–	1	1	1	1	1	7
The Right Honourable The Earl Cranbrook, G.C.S.I.	1	1	–	–	1	–	1	–	–	–	–	–	4
The Right Honourable Viscount Sidmouth	1	1	–	1	–	–	–	–	1	1	1	1	7
General The Right Honourable Lord Chelmsford, G.C.B.	1	1	1	1	1	1	1	1	1	1	1	1	12
The Right Honourable Lord Acton	–	–	–	–	–	–	–	–	–	–	–	–	—
The Right Honourable Lord Winmarleigh, A.D.C.	–	–	–	–	–	Died 11th July 1892.		–	–	–	–	–	—

The Right Honourable Lord Revelstoke (appointed 9th August 1890).		1	–	–	–	–	1	–	–	1	·	1	4
Brigadier-General The Right Honourable Lord Wantage, K.C.B., V.C. (appointed 9th August 1890).		–	–	–	–	1	–	1	1	–	1	–	4
The Right Honourable Lord Herschell, G.C.B. (appointed 9th August 1890).		1	–	–	1	–	–	–	1	–	–	–	3
The Right Honourable Lord Swansea - - - - - - -	–	–	–	–	–	Died 28th November 1894.			–	–	–	–	—
The Right Honourable Lord Welby, G.C.B. - - - - -	1	1	1	–	1	1	1	1	1	–	1	1	10
The Honourable Edward F. Leveson-Gower - - - - -	–	–	1	1	1	1	1	1	1	–	–	–	7
The Right Honourable W. E. Gladstone, M.P. - - - - -	–	–	–	–	–	–	–	–	–	·	–	–	–
General The Right Honourable Sir Edward Lugard, G.C.B. - -	1	1	–	1	1	–	–	1	1	–	1	–	7
The Right Honourable Baron Henry De Worms, M.P. - - -	–	–	1	–	1	1	1	1	–	–	–	1	6
The Right Honourable The Lord Mayor - - - - - -	–	–	–	1	–	–	1	–	–	1	1	–	4
The Right Honourable William Lidderdale (appointed 4th July 1893).								–	–	1	1	–	2
Sir Stuart Knill, bart. (appointed 11th August 1893) - - -									–	–	–	1	1
General Sir Frederick E. Chapman, G.C.B., R.E. (appointed 9th August 1890).		1	1	1	1	1	Died 13th June 1893.		–	–	–	–	5
Admiral Sir George G. Wellesley, G.C.B. - - - - - -	1	1	1	1	–	–	–	–	–	1	1	1	7
General Sir Frederick C. A. Stephenson, G.C.B. - - - - -	–	–	1	1	–	1	1	1	1	1	–	–	7
General Sir Edward C. Hodge, G.C.B. (appointed 9th August 1890)		1	1	1	1	1	–	–	1	1	{ Died 10th December 1894. }		7
Admiral Sir Anthony H. Hoskins, G.C.B. (appointed 11th August 1893).									–	1	1	1	3
General Sir Anthony B. Stransham, K.C.B., R.M. - - - - -	–	–	–	–	–	–	·	–	–	–	–	–	—
Admiral Sir William M. Dowell, K.C.B. (appointed 11th August 1893).									1	1	1	1	4
Sir Ralph W. Thompson, K.C.B. - - - - - - - - -	1	–	1	–	–	–	1	1	–	1	1	–	6
Sir Evan Macgregor, K.C.B. (appointed 11th August 1893) - -									·	1	1	–	2
Sir George Hayter Chubb, kt. (appointed 9th August 1890) -		1	1	1	1	1	1	–	1	1	1	1	10
The Accountant-General of the Navy (for the time being) - -	1	–	1	–	1	1	1	1	–	1	1	1	9
The Accountant-General of the Army (for the time being) - -	1	1	1	1	1	1	1	1	1	1	1	1	12

14 June 1895.

J. S. Young, Colonel,
Secretary.

APPENDIX, No. 10.

PAPER handed in by Colonel *J. S. Young*, 14 June 1895.

ROYAL COMMISSION OF THE PATRIOTIC FUND.

EXECUTIVE AND FINANCE COMMITTEE.

Meetings, 1890 *to* 1894, *inclusive*.

NAME.	1890. (9.) 12th February.	19th March.	15th April.	13th May.	11th June.	9th July.	15th October.	12th November.	10th December.	1891. (11.) 4th February.	11th March.	8th April.	13th May.	10th June.	16th June. S.	9th July.	22nd July.	14th October.	11th November.	9th December.	6th January.	10th February.	9th March.	
CHAIRMAN.																								
Nelson, The Right Hon. the Earl	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	-	1	1	1
VICE-CHAIRMAN.																								
Herbert, General Sir Arthur J., K.C.B.	1	1	-	1	1	-	1	1	1	1	1	1	-	1	1	-	-	1		1	1	1	-	2
Chapman, General Sir Frederick E., G.C.B., R.E.	1	1	-	1	-	1	1	1	-	-	-	-	1	-	-	-		1	-	-	1	1	-	3
Clanwilliam, Admiral The Earl of	-	1	1	1	1	-	-	-	-	1	-	-	1	1	1	-	Appointed Naval Commander-							4
Chelmsford, General The Right Hon. Lord, G.C.B.	1	1	1	1	1	1	1	1	1	1	-	1	1	1	1	1	1	-	1	-	1	1	1	5
Clode, C. M., esq., C.B.	-	1	1	1	-	1	-	-	1	-	1	1	1	1	1	1	-	-	1	1	1	1	-	6
Gibbs, Frederick W., esq., C.B., Q.C.	1	-	1	1	1	1	-	1	1	1	1	-	1	1	1	1	1	-	-	1	1	-	-	7
Hayter, Sir Arthur D., bart.	-	-	-	-	-	1	1	-	-	1	1	-	-	-	1	-	1		-	-	-	-	1	8
Hodge, General Sir Edward C., G.C.B.	1	1	1	1	1	1	-	1	1	1	-	-	-	1	1	1	-	1	-	-	-	1	1	9
De Kantzow, Admiral H. P.	1	1	1	1	1	1	-	-	1	1	-	1	1	-	-	1	1	1	1	1	1	1	1	10
Leveson-Gower, The Hon. Edward F.	1	-	-	1	1	1	-	-	-	1	1	-	-	-	-	-	1	-	-	-	-	1	-	11
Logan, Sir T. Galbraith, K.C.B., M.D.	1	1	1	1	1	1	-	1	-	1	1	1	-	1	-	1	1	-	1	1	-	1	-	12
Robinson, Henry, esq., C.B.	-	-	-	-	-	-	-	1	1	-	-	1	-	-	-	-	-	-	-	-	-	-	-	13
Stephenson, General Sir Frederick C. A., G.C.B.	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1	1	-	1	1	1	14
Sidmouth, The Right Hon. Viscount	1	-	1	1	1	-	-	-	-	-	1	1	1	1	1	-	-	-	1	-	-	-	-	15
White, Sir W. Henry, knt., C.B.	1	1	1	-	1	1	-	-	1	1	-	1	1	1	1	1	-	1	1	1	1	1	-	16
Agnew, Sir Andrew N., bart.	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	17
Crawford, Sir Thomas, K.C.B., M.D.	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	18
Dowell, Admiral Sir William M., K.C.B.	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	19
Jones, Lieutenant General Howard S., C.B.	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	20
Hoskins, Admiral Sir Anthony H., G.C.B.	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	21
Barnes, Robert, esq., J.P.	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	22
Field, Rear Admiral E., M.P. (For "Captain" Fund purposes.)	-	-	-	-	-	-	-	-	1	-	-	-	-	-	-	-	-	-	-	-	-	-	-	23
Richard, Admiral Sir George H., K.C.B. (For "Captain" Fund purposes.)	-	-	-	-	-	-	-	1	1	1	-	-	-	-	-	-	-	-	-	-	-	-	-	24

APPENDIX, No. 10.

PAPER handed in by Colonel *J. S. Young*, 14 June 1895.

ROYAL COMMISSION OF THE PATRIOTIC FUND.

EXECUTIVE AND FINANCE COMMITTEE.

Meetings, 1890 *to* 1894, *inclusive*.

	1892. (10)							1893. (13.)												1894. (10.)										Total Number of Meetings. (53).
	13th April.	13th May.	15th June.	13th July.	12th October.	9th November.	14th December.	8th February.	15th March.	19th April.	9th May.	14th June.	12th July.	26th August.	8th September.	27th September. S.	11th October.	15th November.	6th December.	13th December.	17th January.	14th February.	14th March.	11th April.	9th May.	13th June.	11th July.	17th October.	14th November.	12th December.	Total Number of Attendances.
1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	–	1	1	1	1	1	1	1	1	1	1	1	1	1	1	51
2	–	–	1	–	–	1	1	–	1	1	1	1	–	–	–	–	1	1	1	1	1	1	–	–	1	1	–	1	1	1	34
3	–	–	–	1	–	1	1	–	1	–	Died 13th June 1893					–	–	–	–	–	–	–	–	–	–	–		–	–	–	14
in-Chief at Portsmouth, July 1891								–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	8
5	1	1	1	1	1	1	1	1	–	1	1	1	1	1	1	–	1	1	1	1	1	1	1	1	1	–	1	–	1	1	46
6	–	–	1	1	–	–	–	1	–	–	Died 14th November 1893					–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	18
7	1	1	1	–	–	1	1	1	1	1	1	1	1	–	1	–	1	1	1	1	1	1	1	1	1	1	1	1	1	1	42
8	1	–	–	–	1	1	1	–	1	1	1	–	1	1	1	–	–	1	1	1	–	1	–	1	–	–	1	–	1	–	24
9	–	1	1	–	1	1	–	–	1	–	–	–	–	–	–	–	–	–	–	–	Died 10th December 1894							–	–	–	20
10	1	1	1	1	1	1	1	1	–	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	–	1	1	–	45
11	–	–	–	–	–	–	–	1	–	1	1	1	1	–	1	–	–	–	1	1	–	–	–	–	–	1	1	–	–	–	18
12	–	1	1	1	1	1	1	1	1	1	–	–	–	1	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	26
13	–	–	1	–	–	1	1	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	5
14	1	–	1	1	–	–	–	1	1	1	–	–	1	1	1	–	1	–	1	–	–	1	1	1	–	1	1	1	–	1	23
15	–	–	1	–	1	–	–	–	–	–	–	1	–	1	1	–	–	–	1	–	–	–	1	–	1	1	1	1	–	–	21
16	1	1	1	1	1	–	–	–	1	–	Died 23rd May 1893					–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	23
17	–	–	–	–	Appointed May 1893						–	1	1	–	–	–	–	–	–	1	1	1	1	1	1	1	1	–	–	1	11
18	–	–	–	–							–	1	–	1	1	–	–	1	1	1	1	–	–	–	1	–	1	1	1	1	12
19	–	–	–	–	–	–	–	Appointed August 1893								–	–	1	1	1	1	1	1	1	1	–	1	1	1	1	14
20	–	–	–	–	–	–	–									–	–	1	1	1	–	–	1	1	1	–	–	1	–	–	1	9
21	–	–	–	–	–	–	–	–	–	–	Appointed October 1893					–	–	–	–	–	–	1	1	–	1	1	1	1	–	–	6
22	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	Appointed February 1894					–	1	–	1	1	1	–	–	–	–	4
23	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	1	–	–	–	–	–	–	–	–	–	–	–	–	–	–	3
24	–	–	–	–	–	–	–	Appointed May 1893			–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	3

J. S. Young, Colonel,
Secretary.

APPENDIX, No. 11.

PAPER handed in by Colonel *J. S. Young*, 14 June 1895.

ROYAL COMMISSION OF THE PATRIOTIC FUND.

SUB-COMMITTEES of the Executive and Finance Committee.

Meetings, 1890 *to* 1894, *inclusive*.

FINANCE SUB-COMMITTEE.

NAME.	1890 (7).							1891 (8).								
	1st February.	19th March.	15th April.	9th July.	15th October.	12th November.	10th December.	11th March.	8th April.	25th June.	14th October.	21st October.	30th October.	14th November.	9th December.	
Chelmsford, General The Right Honourable Lord, G.C.B.	1	1	1	1	1	1	1	–	1	1	–	1	1	1	–	1
Hayter, Sir Arthur D., Bart.	–	–	–	1	–	–	–	1	–	1	–	–	–	–	–	2
Herbert, General Sir Arthur J., K.C.B.	–	1	–	–	1	–	1	1	1	1	1	1	1	–	1	3
Robinson, Henry, Esq., C.B.	1	–	–	–	–	1	1	–	1	1	–	–	1	1	–	4
White, Sir W. Henry, Knt., C.B.	1	–	1	1	–	–	1	–	1	1	1	1	1	1	1	5

SUB-COMMITTEE for Accounts, and for Selections to Schools and Orphanages.

Records of attendances are not available, but they meet regularly every month.

Herbert, General Sir Arthur J., K.C.B.

Hodge, General Sir Edward C., G.C.B.
(Resigned, 13th December 1892.)

de Kantzow, Admiral H. P.

Robinson, Henry, Esq., C.B.

Stephenson, General Sir Frederick C. A., G.C.B.
Appointed (*vice* Sir Edward Hodge) 19th December 1892.

14 June 1895.

APPENDIX, No. 11.

PAPER handed in by Colonel *J. S. Young*, 14 June 1895.

ROYAL COMMISSION OF THE PATRIOTIC FUND.

SUB-COMMITTEES of the Executive and Finance Committee.

Meetings, 1890 *to* 1894, *inclusive*.

FINANCE SUB-COMMITTEE.

	1892 (8).								1893 (8).								1894 (7).							Total Number of Meetings (38).
	6th January.	9th March.	6th April.	15th June.	13th July.	12th October.	9th November.	14th December.	8th February.	15th March.	19th April.	12th July.	11th October.	15th November.	6th December.	13th December.	2nd January.	14th March.	9th May.	13th June.	17th October.	14th November.	12th December.	Total Number of Attendances.
1	1	1	1	1	1	1	1	1	1	–	1	1	1	1	1	1	1	1	1	1	–	1	1	33
2	–	1	1	–	–	1	1	1	–	1	1	1	–	1	1	1	–	–	–	–	–	–	–	14
3	1	–	–	1	–	–	1	1	–	1	1	–	1	1	1	1	1	–	1	1	1	1	1	26
4	–	1	–	1	–	1	1	–	1	1	1	–	–	–	–	–	–	–	–	–	–	–	–	14
5	1	–	1	1	1	1	–	–	–	1	–	Died 23rd May 1893					–	–	–	–	–	–	–	17

The following were appointed as a Special Sub-Committee to examine all claims for relief from "Victoria" Relief Fund, and to submit recommendations of awards thereon.

This Committee met on the dates given below.

Dowell, Admiral Sir William M., K.C.B.	1893: October 20th and 24th. November 11th, 17th, 24th, 28th, and 29th. December 1st, 9th, 11th, and 19th.
Gibbs, Frederick W., Esq., C.B., Q.C.	
Herbert, General Sir Arthur J., K.C.B.	1894: January 11th and 26th. February 6th and 22nd. March 9th. April 4th.
Jones, Lieut. General Howard S., C.B. (Royal Marines).	
de Kantzow, Admiral H. P.	

Total Number of Meetings, 17.

J. S. Young, Colonel,
Secretary.

APPENDIX, No. 12.

PAPER handed in by Colonel *J. S. Young*, 14 June 1895.

ROYAL COMMISSION OF THE PATRIOTIC FUND.

COMMITTEE OF MANAGEMENT. Royal Victoria Patriotic Asylum.

Meetings 1890 *to* 1894, *inclusive.*

NAME.	1890. (9.)									1891. (14.)														
	17th February.	17th March.	21st April.	3rd May. S.	19th May.	16th June.	20th October.	17th November.	15th December.	19th January.	16th February.	16th March.	20th April.	27th April. S.	4th May. S.	11th May.	17th June.	20th June. S.	2nd July. S.	27th July.	19th October.	16th November.	21st December.	
CHAIRMAN.																								
Chelmsford, General The Right Hon. Lord, G.C.B.	1	1	1	1	–	1	1	1	1	1	1	–	1	1	1	1	1	1	1	1	1	1	1	1
Alison, Lady	1	–	1	1	1	–	–	–	–	1	1	1	1	–	1	1	1	1	1	1	1	–	1	2
Chapman, General Sir Frederick E., G.C.B., R.E.	–	–	–	–	–	–	–	–	–	–	–	–	–	+	–	–	–	–	–	–	–	–	+	3
Clanwilliam, Admiral, The Earl of	1	–	1	1	1	–	–	–	–	–	1	–	–	1	–	1	1	1	Appointed			Naval		
Clode, C. M., Esq., C.B.	1	1	1	1	1	–	–	–	–	1	1	–	–	1	–	1	1	1	1	1	–	1	–	5
Gibbs, Frederick W., Esq., C.B., Q.C.	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	6
Herbert, General Sir Arthur J., K.C.B.	1	1	–	1	1	1	–	1	1	1	–	1	1	1	1	1	1	1	–	–	1	1	1	7
Hodge, General Sir Edward C., G.C.B.	1	–	1	1	1	1	1	1	–	–	1	1	1	1	1	1	1	–	1	1	–	1	1	8
de Kantzow, Admiral H. P.	1	1	1	1	1	1	1	1	1	1	–	–	–	1	–	1	–	–	–	1	1	1	1	9
Logan, Sir T. Galbraith, K.C.B., M.D.	1	–	1	–	1	1	–	1	1	–	1	1	1	1	1	1	1	–	–	1	–	–	1	10
Pollock, Lady M.	–	–	–	1	–	1	–	–	–	–	–	–	–	–	–	–	–	1	1	1	1	1	–	11
Poulden, Mrs.	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	–	12
Robinson, H., Esq.	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	13
Stephenson, Sir Frederick C. A., G.C.B.	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	1	1	1	1	1	14
Westlake, Mrs.	1	1	1	1	–	1	–	–	–	1	1	1	1	1	1	1	1	1	1	1	–	Resigned		
White, Sir W. Henry, Knt., C.B.	–	–	1	1		–	–	–	–	1	–	1	1	1	1	1	–	1	–	–	1	1		16
Dowell, Lady	–	–		–	–		–	–	–	–	–	–	–		–	–	–	–	–	–	–	–	–	17
Crawford, Sir Thomas, K.C.B., M.D.	–	–	–	–	–	–		–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	18
Agnew, Sir Andrew N., Bart.	–	–	–	–	–												–	–	–	–	–	–	–	19

Note.—There are two Sub-Committees of the Committee of Management, Royal Victoria Patriotic Asylum, namely the House Sub-Committee, meeting of the

APPENDIX, No. 12.

PAPER handed in by Colonel *J. S. Young*, 14 June 1895.

ROYAL COMMISSION OF THE PATRIOTIC FUND.

COMMITTEE OF MANAGEMENT. Royal Victoria Patriotic Asylum.

Meetings 1890 *to* 1894, *inclusive.*

	1892. (11.)											1893. (10.)										1894. (9.)									Total Number of Meetings. (53.)
	18th January.	15th February.	21st March.	25th April.	16th May.	20th June.	30th June. S.	25th July.	17th October.	21st November.	19th November.	16th January.	20th February.	20th March.	17th April.	16th May.	19th June.	17th July.	16th October.	20th November.	18th December.	24th January.	21st February.	21st March.	18th April.	23rd May.	20th June.	10th October.	21st November.	19th December.	Total Number of Attendances.
1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	–	1	1	1	1	1	1	1	1	1	50
2	1	1	1	–	–	–	1	1	–	1	1	1	–	1	–	1	1	–	–	–	–	1	1	–	–	1	1	1	1	–	33
3	–	1	–	–	–	–	–	–	–	–	–	Died 13th June 1893.										–	–	–	–	–	–	–	–	–	1
4	Commander-in-Chief at Portsmouth, July 1891.																					–	–	–	–	–	–	–	–	–	9
5	–	1	1	1	–	–	1	1	–	–	1	Died 14th November 1893.										–	–	–	–	–	–	–	–	–	20
6	1	1	1	–	1	1	1	1	1	1	1	1	1	1	1	1	1	1	–	1	1	1	1	1	1	1	1	1	1	1	51
7	1	1	1	1	1	–	1	–	–	1	1	1	1	1	1	1	1	–	1	1	1	1	1	1	1	1	1	1	1	1	44
8	–	–	1	–	1	–	1	1	1	1	–	–	–	–	–	–	–	–	–	–	Died 10th December 1894.										24
9	–	1	–	–	1	–	–	–	1	1	1	1	–	1	1	1	1	–	1	1	1	1	–	1	1	1	1	1	1	–	36
10	–	–	–	1	–	1	1	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	18
11	1	1	–	1	1	1	1	1	–	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	35
12	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	–	–	1	–	–	1	1	1	1	1	1	42
13	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	—
14		1	–	–	–	–	–	1	–	1	1	1	–	1	1	1	–	–	1	–	1	–	–	–	1	1	1	1	–	–	18
15	14th October 1891.																					–	–	–	–	–	–	–	–	–	16
16	–	1	1	–	1	1	–	–	1	–	–	Died 23rd May 1893.										–	–	–	–	–	–	–	–	–	16
17	Appointed May 1892.	1	1	–	1	1	1	–	–	1	1	1	–	1	1	1	–	–	–	–	1	1	1	1	1	1	1	1	1	1	18
18	–	–	–	–	–	–	–	–	–	–	Appointed May 1893.					–	1	–	–	1	–	–	–	–	–	1	–	–	1	1	6
19	–	–	–	–	–	–	–	–	–	–						–	–	1	–	–	1	1	1	–	1	1	1	–	–	1	8

and Education Sub-Committee, but records of attendances are not available, as they meet only occasionally, and report their proceedings to the next Committee of Management.

J. S. Young, Colonel,
Secretary.

APPENDIX, No. 13.

PAPER handed in by Colonel *Gildea*, 21 June 1895.

THE SOLDIERS AND SAILORS' FAMILIES' ASSOCIATION (FOUNDED 1885).

OBJECTS OF RELIEF.

1.	2.	3.	4.
Wives and families of men at present serving either in the Army, Navy, or permanent staff of Militia, and widows and orphans of those who died *in* the service since February 1885,	Wives and families of men in the Army, Navy, and Militia Reserves	Wives and families of men pensioned since 1885; discharged with good conduct; discharged as unfit from disease or accident; or the bedridden, crippled, insane, and aged parents of either sex *if* in any way dependent on their sons while serving,	All who have been connected with the services
CAN BE RELIEVED BY	MAY BE RELIEVED AS	MAY BE RELIEVED AS	CAN BE HELPED BY
Temporary Money Grants,—	under No. 1.	under No. 1.	Obtaining work or employment; or providing for the children in homes, schools, or institutions.
Such as expense of doctor, nurse, or funeral.	Only when men are actually serving with the colours.	Only under exceptional circumstances to be submitted to the London Council.	
Conveyance to hospital or home.			
Hospital charges.			
Nourishing food.			
Grocery and other tickets for themselves or children.			
Payment of rent or school fees.			
Purchase or hire of sewing machine, &c.			
Payment of railway or steamboat fare on change of quarters; or to join their husbands.			

The funds of the Association are *not* applicable for the relief of—

(*a.*) Soldiers and sailors themselves.

(*b.*) Widows and orphans of men who died *prior* to the foundation of the Association in February 1885.

(*c.*) Wives, children, widows, and orphans of men who married *after* their discharge.

N.B.—Form 7 should always be filled up and certified to before relief *from funds* is given.

Application should in the first instance be made to

Copies of the above will be supplied, post free, by Messrs. Eyre & Spottiswoode, 6, Middle New-street, E.C., on receipt of a Postal Order for 4*s.* per hundred.

or where no local office bearer or committee exist, to Colonel Gildea, 7, Knaresborough-place, South Kensington, S.W.

APPENDIX, No. 14.

PAPER handed in by Sir *William M. Dowell*, K.C.B., 21 June 1895.

ROYAL NAVAL FUND.

(Founded in connection with the Royal Naval Exhibition, 1891).

For the relief of the Widows and Orphans or other dependent relatives of Seamen and Marines who have died since 1st January 1893 (the date the fund began its operations), and whose names were borne on the books of one of H.M. Ships or Marine Divisions at the time of their death.

Patron : Her Majesty The Queen.

President : H.R.H. The Prince of Wales, K.G., Honorary Admiral of the Fleet.

Second Annual Report and Balance Sheet.

For the Year ending 31st December 1894.

9, Craig's-court, Charing Cross, London, S.W.,
1 February 1895.

Sir,

In presenting to your Royal Highness the Second Annual Report and Balance Sheet of the Royal Naval Fund, the committee beg to make the following remarks with regard to the distribution of the year's income.

The total number of cases which were relieved was 53. This number shows a considerable increase on that of last year and proves that the fund is becoming more widely known.

The committee have continued the distribution of the fund on the same lines as in the previous year, not in the form of pension, but by giving gratutities, which are paid either in a lump sum or by instalments as is best suited to the necessities of each case.

Temporary grants are made in urgent cases pending the investigation which precedes the final award.

The committee are much indebted to the ladies' committees at the various Naval Ports for the trouble they have taken in investigating the cases for relief, and also for the care they have taken in administering the funds entrusted to them for distribution.

The committee again acknowledge their indebtedness to the clergy of all denominations, and to many Naval and Marine officers and others interested in the working of the fund, who have rendered valuable services.

The trust investments remain as reported last year, but it may be satisfactory to note that their present value is nearly 4,000*l.* more than appears in the account.

Although the balance sheet shows a substantial surplus, it must be borne in mind that with the increase of the personnel of the Navy there will be a corresponding demand on the fund, the yearly income of which has not materially improved.

I have, &c.
(signed) *W. M. Dowell*, Admiral,
Chairman of Committee.

To H.R.H. The Prince of Wales, K.G.,
Honorary Admiral of the Fleet.

STATEMENT showing RECEIPTS and PAYMENTS on INCOME ACCOUNT, 1st January to 31st December 1894.

Dr. BALANCE SHEET, 31st December 1894. *Cr.*

LIABILITIES.	£. s. d.	£. s. d.	ASSETS.	£. s. d.	£. s. d.
To Capital Account - - - - - -	47,658 2 1		By Sundry Investments at Cost on account of Capital :		
Balance standing to the credit of this Account as per last Balance Sheet.			5,421*l.* 10*s.* 2¾ °/₀ Consols - - - -	5,168 7 5	
			20,739*l.* 6*s.* 1*d.* India 3 °/₀	20,000 – –	
			5,000*l.* Great Northern Railway 4 °/₀ Con. Preference Stock -	6,574 4 3	
			1,472*l.* Lancashire and Yorkshire Railway 4 °/₀ Debenture Stock	1,959 2 2	
			4,000*l.* Reading Corporation 3 °/₀ - -	3,900 – 6	
			4,000*l.* Nottingham Corporation 3 °/₀ - -	3,900 – 6	
			6,646*l.* 11*s.* 7*d.* Metropolitan 2½ °/₀ Cond. Stock - - -	6,156 7 3	
					47,658 2 1
			Temporary Investment at Cost on account of Income :		
			1,261*l.* 10*s.* 10*d.* 3¾ °/₀ Consols - - -	– –	1,247 14 –
			Cash :		
			London and South Western Bank - -	400 10 5	
			In hand - - -	2 17 1	
					403 7 6
			Royal Naval Club :		
			Rent of Office - - - - -		3 15 –
	£. 49,312 18 7			£.	49,312 18 7

RECEIPTS.	£. s. d.	£. s. d.	PAYMENTS.	£. s. d.	£. s. d.
To Dividends and Interest :			By Rent of Offices - - -	15 – –	
2¾ °/₀ Consols - -	144 – 1		Secretary's Salary - -	55 – –	
India 3 °/₀ - - -	602 14 8		Printing and Stationery -	4 15 3	
Great Northern Railway 4 °/₀ - - - -	193 19 2		Cleaning Offices - -	9 13 9	
Lancashire and Yorkshire Railway 4 °/₀ -	57 2 1		Postages - - - -	3 3 7	
Reading Corporation 3 °/₀ - - - -	116 5 –		Accountancy, 1893–94 -	8 18 7	
Nottingham Corporation 3 °/₀ - - - -	116 – –		Petty Expenses - -	3 6 6	
Metropolitan 2½ °/₀ Stock - - -	160 15 10				99 17 8
Deposit Account - -	– 6 8				
		1,391 3 6	Balance - - - - - - - -		1,384 12 7
Interest on Temporary Investment :			Carried to Revenue Account.		
2¾ °/₀ Consols - - - - -		35 6 5			
Income Tax Refunded - - - -		42 8 4			
Subscriptions - - - - -		15 12 4			
	£.	1,484 10 3		£.	1,484 10 3

Dr. REVENUE ACCOUNT, 1st January to 31st December 1894. *Cr.*

	£. s. d.	£. s. d.		£. s. d.
31st December 1894 :			1st January 1894 :	
To Donations - - - -	– –	1,031 10 –	By Balance - - - - - - - -	1,301 13 11
As voted by the Executive Committee from time to time between 1st January and this date	1,037 10 –		Being amount brought forward from 1893.	
Less,—Amount expended	6 – –		31st December 1894 :	
£.	1,031 10 –		Income Account - - - - - -	1,384 12 7
			Being balance of Receipts and Payments from 1st January to this date.	
			£.	2,686 6 6
Balance - - - - - -		1,654 16 6	1st January 1895 :	
£.		2,686 6 6	Balance - - - - - - £.	1,654 16 6

We have examined the above Statement with the books and vouchers of the Royal Naval Fund, and find the same correct. We have also had certificates produced to us relating to the investments and Bank Balances, and find the same duly accounted for as set out in the Balance Sheet.

(signed) *Ogden, Palmer, & Langton,*
Chartered Accountants,
6A, Austin Friars, London, E.C.

16 January 1895.

APPENDIX, No. 15.

PAPER handed in by Lieutenant Colonel *Tully*, 28 June 1895.

IMPERIAL WAR FUND.

Précis of Trust Deed.

INDENTURE made the 7th May 1884, between the Right Hon. Francis, Earl of Wemyss and March, one of Her Majesty's Aides de Camp; the Right Hon. Garnet Joseph, Lord Wolseley, a General in Her Majesty's Army, G.C.B., Adjutant General to the Forces; Sir Richard Chambre Hayes Taylor, a General in Her Majesty's Army, K.C.B., Governor of the Royal Military College, Sandhurst; and others, trustees of the first part; and Colonel Henry Hardinge Denne Stracey, Scots Guards, of the other part, recites (1) that in 1882 the Egyptian War caused great hardships and sufferings to the wives and families of men engaged; (2) particularly to the wives and families of men married without leave, and who died in the war or from disease, or who were afterwards discharged from the Army on account of disease; therefore Lady Jane Taylor started the Egyptian War Fund, which fund has hitherto been administered by a committee of about 84 persons. A balance sheet being prepared and audited showing over 3,000*l.* in the hands of Messrs. Cox, it was resolved, on the 27th March 1884, that the fund should be available also for families of men engaged in future wars, and a trust created for the surplus moneys. This was approved, and a resolution on 27th March 1884, ordering Messrs. Cox to pay over to the trustees 3,189*l.* 14*s.* 6*d.*, the balance of the fund, and with Colonel Stracey joined in the execution hereof, was carried into effect.

1. The trust fund and interest to be applied for the relief of wives and families or female relatives of men killed in the war, or dying of disease, or invalided in consequence of wounds or disease contracted during the war, and for the relief of men invalided for wounds and disease, either by grant, pension, or periodical allowance, at the discretion of the trustees.

2. Any surplus may be applied to relief of families or men suffering in future campaigns.

3. Trustees empowered to administer the fund in their absolute discretion.

4. Any one or more trustees can call a meeting by letter giving seven days notice. At any meeting two trustees shall form a quorum. The chairman to have a casting vote.

5. The trustees are empowered to employ a secretary, &c., and pay salaries, &c., out of funds.

6. Trustees may apply to the public for further subscriptions, which shall be treated as part of the trust fund.

7. The trustees may invest money in home and foreign securities, and shall not be liable should any loss result.

8. The Adjutant General for the time being to be ex-officio trustee.

9. A retiring or incapacitated trustee may appoint a successor. Failing this, after twelve months, the Commander in Chief, and the Secretary of State for War, may appoint any person they think fit in their discretion, such appointment to be advertised in the "London Gazette" and one daily, and one Service paper. The trustees may be increased or diminished, but shall never be less than three, including the Adjutant General.

10. Proper transfers of the trust fund to be made on the appointment of fresh trustee, but no change in names as regards investments.

11. The trustees may, in special meeting, alter the objects and administration and distribution of the trust funds, and also alter the provisions of this indenture, a supplementary deed to be made accordingly.

Present Trustees.

Earl of Wemyss and March.
Field Marshal Lord Wolseley.
General Sir R.C.H. Taylor, K.C.B.
Major General Lord W. Seymour.
Colonel D. Milne Home.
General W. F. Patton Bethune.
General J. W. C. Williams.
Major General Henry Stracey.
Fred Cox.
Adjutant General to Forces.

28 June 1895.

F. Tully,
W. Cogger

APPENDIX, No. 16.

PAPER handed in by Captain *Hamilton*, 28 June 1895.

FUND FOR THE RELIEF OF THE SUFFERERS BY THE MUTINY IN INDIA.

Allowance to Widows.

1. THE allowance to a widow cannot be transferred.

2. In case of immoral conduct it will cease.

3. It will cease, also, on her marrying again, but she may apply again in case of a second widowhood. If, however, the Committee approve of the second marriage, they will in such cases continue to the woman a portion of the allowance granted to her as the widow of a soldier, sailor, or marine, who lost his life on service connected with the Mutiny. But if a widow marry again and conceal such marriage from the Committee, and after such re-marriage receive any allowance from the Fund as if she were still a widow and unmarried, by which she renders herself liable to be prosecuted, she will be wholly struck off from the Fund, and never again restored to it.

4. If, capable of service, she remains idle, and will not go to service or assist to maintain herself, she will be struck off the books. It is not intended that widows shall live in idleness on the Fund.

5. Every encouragement will be given to widows, either with or without children, who go to service or work at home. Their children, if they desire it, will be placed in asylums as far as may be practicable.

6. A widow in service without a child, or whose child or children are provided for out of the Fund, will be allowed a gratuity of four guineas or six guineas, according to merit, by quarterly payments in every year, on the receipt at this office of a certificate from her master or mistress.

7. Where a widow with a child or children is in service, and maintains her child or children herself, she will not have any gratuity, but the same allowance which was made to her whilst out of service will still be continued in order that whilst in service she may supply, as it were, another mother for her children.

8. A widow leaving service properly will have the former allowance out of the Fund again paid whilst out of service.

Going to service, therefore, must improve, and can in no case damage the widow's comforts and prospects.

All allowances will, as far as possible, commence on the first of a month, and in order to save time in making the payments, and to dispense with pence and fractions in calculations, the first and second months in each quarter are to be computed at four weeks each, and the last month in each quarter as consisting of five weeks.

TABLE of Allowances to Widows and Children of Non-Commissioned Officers and Privates, and corresponding Ranks,—Royal Navy.

Number of Children living with Mother, or dependent on her.	Weekly Allowance.	In each Quarter.		
		1st Month.	2nd Month.	3rd Month.
		4 Weeks.	4 Weeks.	5 Weeks.
	s. d.	£. *s. d.*	£. *s. d.*	£. *s. d.*
Widow of staff non-commissioned officer	7 –	1 8 –	1 8 –	1 15 –
With 1 child	9 –	1 16 –	1 16 –	2 5 –
With 2 children	10 –	2 – –	2 – –	2 10 –
With 3 children	11 –	2 4 –	2 4 –	2 15 –
With 4 children	12 –	2 8 –	2 8 –	3 – –
Widow of a colour-sergeant	6 6	1 6 –	1 6 –	1 12 6
With 1 child	8 6	1 14 –	1 14 –	2 2 6
With 2 children	9 6	1 18 –	1 18 –	2 7 6
With 3 children	10 6	2 2 –	2 2 –	2 12 6
With 4 children	11 6	2 6 –	2 6 –	2 17 6
Widow of a sergeant	6 –	1 4 –	1 4 –	1 10 –
With 1 child	8 –	1 12 –	1 12 –	2 – –
With 2 children	9 –	1 16 –	1 16 –	2 5 –
With 3 children	10 –	2 – –	2 – –	2 10 –
With 4 children	11 –	2 4 –	2 4 –	2 15 –
Widow of a corporal or bombardier	5 6	1 2 –	1 2 –	1 7 6
With 1 child	7 –	1 8 –	1 8 –	1 15 –
With 2 children	8 –	1 12 –	1 12 –	2 – –
With 3 children	9 –	1 16 –	1 16 –	2 5 –
With 4 children	10 –	2 – –	2 – –	2 10 –
Widow of a drummer, trumpeter, or private	5 –	1 – –	1 – –	1 5 –
With 1 child	6 6	1 6 –	1 6 –	1 12 6
With 2 children	7 6	1 10 –	1 10 –	1 17 6
With 3 children	8 6	1 14 –	1 14 –	2 2 6
With 4 children	9 6	1 18 –	1 18 –	2 7 6

G. B. Tremenheere, Major-General,
Honorary Secretary.

PAPER handed in by Captain *G. J. Hamilton*, 28 June 1895.

FINANCIAL STATEMENT of the Receipts and Disbursements of the Indian Mutiny Relief Fund, continued from 31st December 1884 to the 31st December 1894.

	RECEIPTS.			DISBURSEMENTS.					
YEAR.	Subscriptions.	Interest.	Advances repaid.	Annual Allowances and Donations.	Advances.	Remitted to Local Committees in India.	Expenses of Management.	Total Disbursements.	Number on Fund.
	£. s. d.	£. s. d.	£. s. d.	£. s. d.	£. s. d.	£. s. d.	£. s. d.	£. s. d.	
1885		3,168 – –		9,750 10 4			494 2 6	10,244 12 10	259
1886		3,240 7 8		6,990 6 8			559 14 6	7,550 1 2	260
1887		2,833 15 3		6,430 19 9			463 1 11	6,894 1 8	256
1888		2,694 6 6		6,388 15 6			442 19 4	6,831 14 10	255
1889		2,525 5 –		6,017 2 –			479 16 4	6,496 18 4	250
1890	440,863 17 7	2,640 1 4	4,903 9 8	5,747 19 6	12,465 10 6	140,286 18 7	509 10 –	6,257 9 6	248
1891		2,281 3 10		5,784 13 3			456 10 4	6,241 3 7	242
1892		2,143 4 4		5,310 9 8			451 11 9	5,762 1 5	229
1893		2,160 1 8		5,095 13 8			444 3 9	5,539 17 5	227
1894		1,860 – 10		5,201 6 6			448 8 4	5,649 14 10	224
Legacy of	104 16 3	left to the Fund in 1879, now included in Subscriptions.							
	—	* 158,999 14 1	—	* 340,420 1 11	—	—	* 22,969 18 5	* 516,142 9 5	—
£.	440,968 13 10	184,546 – 6	4,903 9 8	403,137 18 9	12,465 10 6	140,286 18 7	27,719 17 2	583,610 5 –	—

* Up to and inclusive of the year 1884.

BALANCE SHEET as at 31st December 1894.

	£. s. d.		£. s. d.
To Subscriptions	440,968 13 10	By Allowances and Donations	403,137 18 9
„ Interest	184,546 – 6	„ Loans	12,465 10 6
„ Loans repaid	4,903 9 8	„ Remitted India	140,286 18 7
„ Profit on Sales	786 19 6	„ Expenses of Management	27,719 17 2
		„ Balance	47,594 18 6
£.	631,205 3 6	£.	631,205 3 6

2, East India Avenue, E.C.,
2 July 1895.

George John Hamilton,
Secretary.

Financial Statement of the Receipts and Disbursements, in each Year, of the Indian Mutiny Relief Fund, from August 1857, to the 31st December 1884.

Year.	RECEIPTS. Subscriptions.	Interest.	Advances Repaid.	DISBURSEMENTS. Annual Allowances and Donations.	Advances.	Remitted to Local Committees in India.	Expenses of Management.	Total Disbursements.	Number on the Fund.
	£. s. d.	£. s. d.	£. s. d.	£. s. d.	£. s. d.	£. s. d.	£. s. d.	£. s. d.	
1857–58	428,284 8 1	12,679 11 1	1,512 10 11	36,537 7 6	6,411 7 6	127,286 18 7	6,474 13 9	176,710 7 4	1,056
1859	5,132 17 8	7,640 8 9	572 2 11	24,582 10 3	3,919 3 –	10,000 – –	1,464 17 7	39,966 10 10	1,368
1860	1,442 5 8	8,561 13 7	596 5 1	16,606 13 8	735 – –	1,000 – –	1,667 3 10	20,008 17 6	2,011
1861	545 18 4	7,968 17 10	964 4 11	14,950 12 8	270 – –	2,000 – –	938 12 11	18,159 5 7	1,304
1862	3,846 7 2	8,013 3 4	179 5 8	13,702 14 6	20 – –	—	1,120 6 9	14,843 1 3	1,317
1863	849 16 2	7,561 8 4	25 5 2	15,674 2 5	—	—	904 1 3	16,578 3 8	1,280
1864	81 13 4	7,561 15 2	531 5 –	15,364 5 4	150 – –	—	555 13 4	16,069 18 8	1,220
1865	17 12 1	6,949 19 –	50 – –	15,497 18 7	750 – –	—	505 19 –	16,753 17 7	1,160
1866	—	6,588 7 11	37 10 –	14,842 4 3	200 – –	—	597 9 11	15,639 14 2	1,012
1867	250 – –	6,365 12 4	25 – –	15,492 – 7	—	—	468 18 5	15,960 19 –	954
1868	—	6,206 18 11	400 – –	15,228 12 3	—	—	499 12 11	15,728 5 2	879
1869	—	5,806 6 5	—	14,089 17 3	—	—	500 18 –	14,590 15 3	786
1870	6 – –	5,919 11 3	—	14,500 12 3	10 – –	—	461 4 3	14,971 16 6	639
1871	—	5,394 14 8	5 – –	11,327 5 4	—	—	542 16 1	11,870 1 5	569
1872	—	5,159 4 1	—	10,679 3 7	—	—	448 2 6	11,127 6 1	473
1873	—	5,349 9 5	—	9,974 18 1	—	—	451 1 2	10,425 19 3	411
1874	—	4,847 16 9	5 – –	8,690 6 6	—	—	516 19 8	9,207 6 2	355
1875	201 12 11	4,651 1 10	—	9,306 16 2	—	—	450 9 10	9,757 6 –	341
1876	—	4,628 9 9	—	8,794 11 8	—	—	436 4 7	9,230 16 3	332
1877	—	4,305 14 5	—	7,460 8 6	—	—	440 10 7	7,900 19 1	331
1878	—	4,278 8 1	—	7,171 13 11	—	—	674 16 –	7,846 9 11	308
1879	—	4,011 3 4	—	6,851 15 1	—	—	473 4 2	7,324 19 3	305
1880	—	3,884 2 11	—	6,936 8 6	—	—	467 4 11	7,403 13 5	292
1881	190 6 2	3,953 1 5	—	6,695 10 10	—	—	459 15 2	7,155 6 –	279
1882	15 – –	3,592 19 11	—	6,599 14 6	—	—	460 6 3	7,060 – 9	273
1883	—	3,480 4 10	—	6,291 9 10	—	—	488 4 5	6,779 14 3	264
1884	—	3,639 8 9	—	6,570 7 11	—	—	500 11 2	7,070 19 1	259
£.	440,863 17 7	158,999 14 1	4,903 9 8	340,420 1 11	12,465 10 6	140,286 18 7	22,969 18 5	516,142 9 5	—

Balance Sheet from August 1857 to 31st December 1884.

	£. s. d.		£. s. d.
To Subscriptions	440,863 17 7	By Allowances and Donations	340,420 1 11
„ Interest	158,999 14 1	„ Loans	12,465 10 6
„ Repayment of Loans	4,903 9 8	„ Remitted India	140,286 18 7
„ Cowell's Estate	104 16 3	„ Expenses of Management	22,969 18 5
„ Profit on Sale of Stock	786 19 6	„ Balance, 31st December 1884	89,516 7 8
£.	605,658 17 1	£.	605,658 17 1

G. J. Hamilton, Secretary.

I N D E X.

[*N.B.*—In this Index the Figures following the Names of the Witnesses, and those in the Analysis of Evidence of each Witness, refer to the Questions in the Evidence; the Figures following *App.* refer to the Pages in the Appendix; and the Numerals following *Rep.* to the Pages in the Report and Proceedings of the Committee.]

A.

ACCOUNTS AND AUDIT. Appointment of witness by the Treasury to audit the accounts of the Patriotic Fund Commission, as from 1888 to 1892, inclusive; system of continuous audit followed by him, *Taylor* 675-696——Result of his investigation that he considered the accounts were efficiently kept, *ib.* 697, 698. 704-707——Experience also that the system adopted in connection with the payments to widows and orphans is thoroughly efficient, *ib.* 699-703——Explanation of the variation in the signing of the last report made by witness as compared with previous reports, *ib.* 708–710.

Audit by witness (who is clerk in charge of accounts at the Home Office) of the accounts of the Patriotic Fund for the last three years, *Tripp* 711–718. 724-726——Testimony to the accuracy of the accounts, *ib.* 719, 720——Similar system adopted for the payment of widows and orphans to that in use at the Admiralty and War Office, *ib.* 721–723.

Explanation of the duties of witness, as auditor, in connection with the investments being made in accordance with the trust deeds, *Tripp* 728-733——Information respecting a transfer of investments in the case of the "Captain" and "Eurydice" funds; that is, as a matter of account, *ib.* 734–740.

Statement as to its being the duty of an auditor to see that the administrative provisions of every trust are observed, *Young* 741–747——Explanations respecting certain book transfers of stock from other funds to the "Captain" Relief Fund, this being done to save the expense of sale and re-investment, *ib.* 1241–1247——Economy in administration by avoiding sale and re-purchase of stock through the system of book transfer as between one stock and another, *ib.* 1539–1541.

Administration of Funds (*Accumulation of Surpluses*). Question raised as to the reason why no action was taken by the Patriotic Fund Commissioners until 1891 to deal with a surplus which had been steadily increasing since 1882; explanation of the opinion of the Commissioners on this subject, *Young* 818–841——Active interest taken by the military officers on the Commission in the administration of the several funds, *ib.* 1029–1032.

Constant consideration given by the Commissioners to the question of relief from the accumulated surpluses; temporary character of these owing to the fluctuation of the investments in colonial and other securities, *Young* 1082–1084——Explanation that the Commissioners act through the Executive and Finance Committee, who meet regularly once a month, and sometimes much oftener, nearly all the members being in attendance; return hereon, *Young* 1199. 1201–1218; *App.* 194–197——Care taken to treat each fund as a separate estate, *Young* 1244, 1245.

Admission as to the receipts from the "Captain," and some other terminable funds, in 1894 having been in excess of the expenditure, *Young* 1320–1325——Policy of the Commissioners in their administration of each fund to be guided first by the conditions of the deed of trust, and secondly by the provisions laid down by the Legislature in connection with the Patriotic Fund with regard to any surplus that may arise, *ib.* 1325–1332.

Policy of the Commissioners under each fund to adequately relieve the recipients, but without feeling bound to exhaust the fund; claim to have followed the intentions as expressed in the trust deeds, *Young* 1473–1476. 1494–1501——Treatment of the various

Report, 1895—*continued.*

Administration of Funds (*Accumulation of Surpluses*)—continued.

funds by the Commissioners, so that they may be adequate to meet the demands fairly made upon them, *Young* 1581——Recognition by Parliament, by the Act of 1881, of the permanent character of the work of the Commissioners, directions being laid down as regards the accumulation of surpluses, *ib.* 1582.

See also *Amalgamation of Funds. Character* (*Applicants for Relief*). *Cost of Administration. Investments. Meetings and Attendances. Overlapping of Funds. Patriotic Fund Commission. Refusal of Applications. Rodriguez Fund. Soldiers' Effects Fund. "Victoria" Fund. War Office. Widows and Orphans. Zervudachi Fund. Zulu War Fund.*

Admiralty. See *Greenwich Hospital. Naval Funds.*

Advertisement of Funds. Grounds for contending that there has been a sufficient advertisement for the present of the surpluses available in the several funds, *Young* 919–927 —— Further statement as to the Commissioners not having advertised the several funds, the Patriotic Fund being, however, well known at Aldershot and elsewhere, *ib.* 1525–1527.

Amalgamation of Funds. Grounds for the conclusion that the time has not yet arrived for lumping together the surpluses on the several funds, and dealing with the income therefrom as a whole, *Young* 1460–1464——Conclusion that amalgamation of funds would be beneficial provided there was good administration, *Tully* 2565–2570.

Afghan War Fund. Origination by witness of the Afghan War Fund, whilst he received for this object 7,000*l.* from Indian sources for distribution in this country, the fund being quite extinct, *Gildea* 1878–1888.

Allotment of Pay. Explanations on the part of the Admiralty in connection with the practice of allotment by sailors, when going abroad, of portions of their pay in aid of their families; increasing extent of this practice, the money being now paid through the Post Office, *FitzGerald* 1583–1592. 1598. 1614–1618——Particulars respecting the continuance of allotments in special cases, with the sanction of the Treasury, after the death of the seamen; instance in the case of the "Victoria," *ib.* 1593–1599. 1602–1604——Greater facility as regards the relief of widows and relatives in cases where seamen have already allotted part of their pay than when they do not allot, *ib.* 1619–1621.

Unsatisfactory state of things in the Army, in so far as soldiers make little, if any, provision for their families at home, and do not allot or remit portion of their pay to their wives; comment hereon upon the inoperativeness of a certain War Office rule respecting stoppages from pay, *Gildea* 1952–1973. 2060–2063. 2067, 2068.

Allowances (*Widows and Orphans*). See *Administration of Funds. Greenwich Hospital. Indian Mutiny Fund. Patriotic Fund Commission. Royal Naval Fund. Soldiers' and Sailors' Families Association. Widows and Orphans.*

Annual Reports. Explanation that the reports of the Commissioners have of recent years been issued annually, *Young* 89–92.

Ashantee War Fund. Examination in regard to the Ashantee War Fund; owing to its smallness, children had to be relieved from the Patriotic Fund, *Young* 335–349.

Trust deed, dated 1888, respecting the management and administration of the Ashantee War Fund, late the Gold Coast Relief Fund, *App.* 168.

Assets. See *Liabilities and Assets.*

"*Atalanta*" *Fund.* Details as to the grants allowed by the Patriotic Fund Commissioners under the "Atalanta" Fund; the allowances to children were exceptionally good, *Young* 270–282. 292–311. 461–466.

Explanations with further reference to the allowances out of the "Atalanta" Fund to officers' widows and to the widows of petty officers and of ordinary seamen, respectively, witness stating that the rules were laid down by the Committee who raised the fund, and not by the Commissioners, *Young* 931–946.

Expenditure in excess of the income of the "Atalanta" Fund; obstacle to increasing the allowances under this fund out of the "Victoria" or the Royal Naval Relief Fund, *Young* 951–956.

Trust deed, dated 11th July 1881, respecting the management of the "Atalanta" Fund and the distribution of allowances, &c., *App.* 162, 163.

List showing the names of the widows, children, and dependent relatives of the officers lost in the vessel, together with the annuities granted in each case, *App.* 164, 165.

List of widows and children of seamen and marines, together with the weekly allowances, *App.* 164–167.

Audit of Accounts. See *Accounts and Audit.*

Report, 1895—*continued.*

B.

Baptists. Entire absence of distinction in the treatment of Baptists, as compared with children of other religious persuasions, in respect of admission to the Patriotic Asylum, *Young* 1564–1567.

Bombay Military Relief Fund. Reference to the Bombay Military Relief Fund as being now extinct; witness having acted as agent for the fund in this country, *Gildea* 1881–1884. 1886–1888.

C.

"*Captain*" *Fund.* Information respecting a transfer of investment made in the "Captain" and "Eurydice" Funds, *Tripp* 734–740—— Explanation in regard to the administration of the "Captain" Fund, *Young* 163–180.

Trust Deed, dated 26th October 1871, respecting the management of the "Captain" Fund and the administration to be exercised by the Patriotic Fund Commission, *App.* 153, 154.

Conditions as to the persons to be relieved, as to the investment of the capital sum, and the distribution of the income, *App.* 153, 154.

Lists of the Managing Committee of the Fund and of the Trustees; also of the Executive or Finance Committee of the Royal Patriotic Fund, *App.* 155.

Scale of allowances in the case of widows and children, respectively; also in the case of distressed relatives other than widows, *App.* 156.

Cave-Brown-Cave, Thomas. (Analysis of his Evidence.)—Witness, who is assistant accountant general of the Army, has had before him numerous applications to the War Office from soldiers' widows and others for relief, there being, however, no fund at the War Office available for the purpose, 1267–1271. 1273.

Very rare instances of reference of cases to the Patriotic Fund Commissioners; that is, where there is any probability of their being able to grant relief, 1276–1284—— Selection of forty-three specimen cases which have recently been sent to the Commissioners in order to ascertain whether they could have granted relief if the applications had gone before them in the first instance; the result of this inquiry shall be laid before the Committee, 1273–1275. 1307, 1308.

Total of about 900 applications to the War Office for relief since 1st January 1887, these coming mainly from the widows and children of soldiers; very few of these entitled to relief from the "Soldiers Effects" Fund, 1273. 1304, 1305——Very limited extent to which relief can be afforded by the War Office to the widows or children of officers, 1285–1289.

Concurrence in the view that it would be very desirable if there were systematic communication between the War Office and the Patriotic Fund Commissioners with a view to an increased number of cases being relieved by the latter, 1290–1302——Entire absence of any grants from the "Soldiers Effects" Fund previously to its transfer to the Commissioners; due steps taken to ensure the effects getting into the hands of those entitled to them, 1293–1298——Relief already given by the Commissioners in many of the forty-three cases referred to them, 1305, 1306.

Character (*Applicants for Relief.*) Information respecting the case of a widow named Boots, whose husband died in the Crimea after more than two years' service there, she having been refused an allowance from the Patriotic Fund, on the ground of immoral character, *Young* 1383–1397——Exclusion of widows from pensions in the event of immorality, irrespectively of age or grade, the information coming frequently from local services, *ib.* 1387–1390. 1419–1426.

Inquiry through the local justice as to character before any widow is pensioned from Greenwich Hospital Funds, there being no espionage subsequently, *Lambert,* 1782–1785. 1830–1849—— Explanation respecting the inquiries as to character in connection with grants from the Soldiers and Sailors' Families Association, *Gildea* 2081–2089.

Colonial Securities. Policy of the Patriotic Fund Commissioners to transfer investments from colonial to home securities, *Young* 1043–1046. 1083, 1084. 1263——Instance of considerable fluctuation in the capital value of the colonial securities, *ib.* 1083.

Cost of Administration. Examination as to the charge levied by the Patriotic Fund Commissioners for administration; practice to charge 4 per cent on the income of any fund except in the case of small funds, such as the "Atalanta," on which no charge whatever is made, *Young* 421–427. 449–466.

Estimate that additional funds could be managed by Greenwich Hospital at a cost of 2 per cent, *Lambert* 1791–1793.

Report, 1895—*continued.*

D.

Delay (*Distribution of Funds.*) Opinion that in the case of any fund of a pressing character temporary help should, if required, be given without any delay, *Gildea* 2142, 2143.——*See* also *Local Committees.* "*Serpent*" *Fund.* "*Victoria*" *Fund.*

Dependent Relatives. Practice as to gratuities or a year's pay being given in the Navy to dependent relatives, other than the widows, of men who have lost their lives in the Service, *Sir G. FitzGerald* 1605–1613——Inquiry by the Civil Department of the Admiralty in cases of gratuities to dependent relatives, other than widows, *Lambert* 1861–1864.

Dowell, Admiral Sir William M., K.C.B. (Analysis of his Evidence.)—Witness is Chairman of the Executive Committee of the Royal Naval Fund, and is also a Patriotic Fund Commissioner, 2146, 2147.

Origination of the Royal Naval Fund in 1891 through a surplus of 47,658*l.* handed over from the Naval Exhibition, 2148, 2149.——Application of the income to the relief of the widows and dependent relatives of men who die in the Navy: prospect of gradual increase in the applications for such relief, 2150–2161.——Income of 1,484*l.* in 1894, the expenditure since 1891 having gradually increased, and the whole income being now expended; particulars as to the investments, 2153-2157. 2162, 2163. 2230–2236——Extension of relief to the families of warrant officers if the income should exceed 3,000*l.*, 2164–2167.

Constitution of the Executive Committee for the management of the fund, the Committee being in constant touch with the Admiralty, 2168–2173. 2222, 2223——Explanation of the practice in the distribution of grants through the ladies' committees at the ports; prompt relief given in necessitous cases to widows and children, 2174–2183——Reduction of the working expenses to about 6½ per cent. in the second year; further reduction anticipated, 2184, 2185. 2244.

Discussion of the question of appealing to the public for additional funds, this not being thought desirable so long as there is a balance of income in hand; several classes who might be relieved, if funds were available, who are outside the operation of the Patriotic Fund Commission, 2185–2198. 2236–2242——Limited extent to which relief can be given out of the Royal Naval Relief Fund, the capital amount being only 7,700*l.*; approval of this fund being lumped with the Royal Naval Fund, 2188. 2199–2203. 2216, 2217. 2224-2226. 2228, 2229.

Temporary relief frequently given out of the Royal Naval Fund to persons subsequently pensioned by the Patriotic Fund Commissioners, 2204-2208——Grounds for contending that it is much better that the Royal Naval Fund should be separately administered, as at present, instead of being handed over to the Patriotic Fund Commissioners, 2208-2215. 2220–2223——Difficulty at present in finding special cases for relief out of the Royal Naval Relief Fund, 2224-2229——Advantage if there were some fund available for the relief of pensioners' widows, 2226, 2227——Diversion from the Navy of certain funds, whilst similar funds in the Army go to the Patriotic Fund, such as soldiers' effects and prison savings, 2245-2250.

Draft Report. Draft Report proposed by the Chairman, and adopted by the Committee, *Rep.* vi.

E.

Egyptian War. See *Imperial War Fund.*

"*Eurydice*" *Fund.* Examination as to the "Eurydice" Fund, the scheme of administration being similar to that of the "Captain," *Young* 181-190——Increase from 5*s.* to 6*s.* in the allowance from the "Eurydice" Fund in 1892, *ib.* 1033-1038.

Change of investment ("Eurydice" Fund) by the sale of some colonial securities, there being, however, no real diminution in the capital value of the fund, *Young* 1039–1047. 1263——Provision against the surplus being dealt with till the last annuitant is gone, *ib.* 1464.

Trust deed, dated 19th November, 1878, respecting the constitution of the managing body, the administration of the fund, and the eventual transfer of any balance to the Royal Naval Relief Fund, *App.* 158, 159.

List showing the names of the widows, children, and dependent relatives of the officers lost in the vessel, *App.* 159.

List of widows and children of seamen, marines, and men of the Royal Engineers, and of the amount of weekly allowances, *App.* 160, 161.

Report, 1895—*continued.*

F.

Finlaison, Alexander John, C.B. (Analysis of his Evidence.)—Is actuary to the Commissioners for the Reduction of the National Debt, and is referred to by the Treasury on behalf of the Government Departments generally; is President of the Institute of Actuaries, 474, 475.

Evidence showing that reports in connection with the Patriotic Fund were made by witness' father from 1856 to 1875, since which time they have been made by witness, who is not concerned in any way with the management of the fund, 476-483. 566, 567 ——Details of the information supplied to witness as the data upon which his estimates are based, 484-491.

Examination as to the War Office inquiry, which took place in 1880 in consequence of the liabilities of the Commissioners of the Patriotic Fund exceeding their assets; view of witness' father on this subject, 492-506——Objection of witness to the expression "liabilities" as applied to the Commissioners, 494, 495. 568-572——Causes which have led to a steady increase in the surplus at the disposal of the Commissioners, 507. 535. 546. 621, 622.

Detailed explanation of the method adopted by witness, when preparing his report, in in order to ascertain the liabilities of the Patriotic Fund in respect of the payments to widows and orphans, 508-515. 585-601——Statement that the propriety of increasing allowances to widows is left in the hands of the Commissioners, but that witness is consulted as to the increased liability that would be incurred thereby, 516, 517. 541-545.

Reasons which have led to a change in the manner of assessing the assets of the Patriotic Fund, now valued at 400,246*l.* gross, 518-529. 555-557. 573-584. 616-620 ——Reference to a valuation made by witness of the assets and liabilities of the "Victoria" Relief Fund, 532, 533. 549-553——Evidence showing that many widows who, at the age of sixty, become entitled to extra allowances do not come forward to receive them, 534-540. 546.

Belief that it is possible, if necessary, to make a valuation of the whole of the funds, and to ascertain the aggregate surplus assets, 558-565. 611-615. 635——Statement that the surplus of 74,136*l.*, shown for the Patriotic Fund, is a real one, 602-610—— Attention called to the fact that the present report gives the liabilities and assets of the Patriotic Fund and the "Victoria" only; the other funds have been valued by witness within the last three years, 623-636.

[Second Examination.]—Further evidence respecting the method of valuation adopted by witness in his statement of the liabilities and assets of the Patriotic Fund, 637-646 ——Detailed information as to the surplus assets of the various funds administered by the Commissioners; neither the "Zervudachi," nor the "Rodriguez," have been referred to witness, 647-653——Additional statement in regard to the capital credit of the Patriotic Fund, viz., 400,246*l.*, 654-662.

Examination as to the value of the "Manchester Ship Canal Debentures" included in the assets of the "Victoria" Fund; opinion that they are excellent investments, 663-668——Further reference to the surplus assets of the Patriotic Fund, viz., 74,136*l.*; 669-672.

FitzGerald, Sir Gerald, K.C.M.G. (Analysis of his Evidence.)—Explanations, on the part of the Admiralty, in connection with the practice of allotment by sailors, when going abroad, of portions of their pay in aid of their families; increasing extent of this practice, the money being now paid through the Post Office, 1583-1592. 1598. 1614-1618——Particulars respecting the continuance of allotments in special cases, with the sanction of the Treasury, after the death of the seamen; instance in the case of the "Victoria," 1593-1599. 1602-1609.

Practice as to gratuities, or a year's pay being given to dependent relatives other than the widows, of men who have lost their lives, 1605-1613—— Greater facility as regards the relief of widows and relatives in cases where seamen have already allotted part of their pay than where they do not allot, 1619-1621.

Forfar County Fund. Reference to a small sum handed over to the Commissioners by the County of Forfar in 1886 for the right of nominating an orphan girl to the Royal Victoria Patriotic Asylum; reasons which led to the surrender of this right in order that two widows might receive allowances of 5*s.* per week each, *Young* 367-376——Entire inadequacy of the County of Forfar Fund in relation to the number of deserving widows of sailors in Scotland in want of relief, *ib.* 1550-1554.

Report, 1895—*continued.*

G.

Gildea. Colonel James. (Analysis of his Evidence.)—Is Chairman and Treasurer of the Soldiers and Sailors' Families Association; has been connected with several funds which come under the present inquiry, 1873, 1874.

Origination of the Zulu War Fund by witness, it having been handed over after a short time to the Patriotic Fund Commission, 1875–1877. 1880——Origination also by witness of the Afghan War Fund, whilst he received for this object 7,000*l.* from Indian sources for distribution in this country, the fund being now extinct, 1878–1888.

Reference to the Bombay Military Relief Fund as being now extinct, witness having acted as agent for the fund in this country, 1881–1884. 1886–1888——Continued existence of the Indian Patriotic Fund; distribution of some of the money through witness, 1882–1884. 1889–1892—— Transmission of witness to India of any subscriptions received by him for Lady Roberts' Fund, 1893, 1894.

Distinct operations and objects of the Soldiers and Sailors' Families Association and of the Patriotic Fund Commission, there being room for both, 1895 *et seq.*; 2117–2122——Friendly relations between the Association and the Commission, 1895. 2120–2122.

Details respecting the initiation of the association by witness, the objects had in view being to supply temporary assistance to the families of men in the service and to widows and children, 1899–1909——System of local committees throughout the Kingdom, by whom funds are raised and distributed; particulars hereon, 1910 *et seq.*; 2078–2080.

Explanations on various financial points in connection with the working of the association, the annual income and expenditure, and the steps taken for encouraging self-reliance on the part of those relieved, 1915 *et seq.*; 1974–1982. 2048 *et seq.*—— Importance attached to the nursing branch, started about three years ago; amount of expenditure involved. 1939–1941——Co-operation in the work of the association, not only of high naval and military authorities, but of all the members of the Royal Family, 1942–1947.

Large branches established by the association in India and at several foreign stations, 1949—— Details respecting the administration generally, and the extent and character of the temporary assistance given to the families of soldiers and sailors, 1950, 1951. 1974–1982. 2048 *et seq.*—— Unsatisfactory state of things in so far as soldiers make little, if any, provision for their families at homes, and do not allot or remit portion of their pay to their wives; comment hereon upon the inoperativeness of a certain War Office rule respecting stoppages from pay, 1952–1973. 2060–2063. 2067, 2068.

Explanations in detail respecting the "Serpent" Fund, the promptitude with which the fund was raised, and relief given, the amount of the fund, the income therefrom, and the grants distributed amongst the widows and children of those who were lost; more liberal relief by reason of the practical absorption of the fund in about eight years, 1983 *et seq.*; 2033–2047. 2069–2077. 2103–2112. 2130–2143.

Statement as to the "Serpent" Fund having been transferred to witness' association instead of to the Patriotic Fund Commissioners; that is, through the feeling that there was a want of sympathy on the part of the latter body, and that their administration was too costly, 2017–2030. 2117–2119. 2144, 2145——Separate committee in charge of the "Serpent" Fund, 2031, 2032.

Statement as to witness' association not having a branch at Portsmouth; less assistance received generally from naval than from military authorities, partly through the wives and families of sailors being in a better position than those of soldiers, 2048–2068——Explanation respecting the inquiries as to character in connection with grants from the association, 2081–2089——Practice of quarterly payments by cheque; reasons for not making monthly payments nor utilising the Post Office, 2090–2102.

Opinion as regards the "Victoria" Fund that every penny of it should be distributed among the relatives of those lost in the vessel, this being the intention of the donors, 2112–2119——Grounds for justifying some accumulation of income in the case of witness' association; prospect of increased cost of administration if the next treasurer should require remuneration, 2123–2129.

Further statement as to the expedition with which the "Serpent" Fund was set on foot and the first distribution carried out, 2135–2141——Opinion that in the case of any fund of a similar pressing character temporary help should, if required, be given at once, 2142, 2143.

Girvan Home. Instance of a Scotch Roman Catholic in the home at Girvan, there being no Scotch Presbyterians in any of the homes, *Young* 1489–1493.

Gladstone,

Report, 1895—*continued.*

Gladstone, Rt. Hon. W. E. Circumstances under which Mr. Gladstone consented to continue as one of the Commissioners of the Patriotic Fund, *Young* 1166.

GREENWICH HOSPITAL:

Information respecting the foundation and objects of the Hospital; income derived at first from a contribution of 6*d.* a month out of the wages of all seamen, subsequently augmented out of prize moneys, forfeited estates, &c., *Lambert* 1622–1632. 1651–1654——Large provision made for seamen by extension of the original buildings; benefits also given in the form of children's education, out-pensions, gratuities, &c., *ib.* 1633–1650.

Explanations as to the discontinuance of out-pensions in 1829, and as to the abolition in 1834 of the deduction of 6*d.* a month from the wages of merchant seamen, whilst the prize money now goes to the Treasury, there being a grant to the Hospital from the Consolidated Fund, *Lambert* 1651–1656. 1663.

Details respecting the system of old-age pensions and special pensions, the pensions to widows, allowances to children, the provision of education and maintenance for 1,000 boys (sons of seamen and marines), and other benefits now charged upon the Parliamentary grants, *Lambert* 1657 *et seq.*——Explanation of the process followed in the matter of pensions to widows and allowances to children; prompt settlement, though in exceptional cases some delay is unavoidable, *ib.* 1680–1696.

Summary of the recommendations of the Select Committee of 1892, and of the steps taken thereupon by the Treasury, *Lambert* 1697–1702——Inability of the Greenwich Hospital authorities to do anything whatever for widows whose husbands have died in the service, *ib.* 1703–1705——Assistance rendered to widows by sending their children to orphanages or schools, the total expenditure for boys and girls being about 6,000*l.* a year, *ib.* 1706–1711. 1742–1744. 1828.

Necessity of a man having a naval pension, and being fifty-five years of age before he can get a Greenwich Hospital age pension; further pension of 4*d.* a day at the age of sixty-five, *Lambert* 1712–1716. 1813, 1814——Surplus income of about 800*l.* over the expenditure of Greenwich Hospital in 1894-95; very large prospective liability hanging over the institution in respect of widows and orphans, *ib.* 1717–1721.

Explanation as to the sale of some of the estates made over to the Hospital, and as to the investment of the proceeds, the Lords of the Admiralty being responsible for the investments, *Lambert* 1722–1726——Facility for seamen to become conversant with the Greenwich Hospital Fund and the pension benefits therefrom, *ib.* 1739–1741. 1813, 1814.

Considerable number of men who lose their lives in the service of the Crown through casualties or disease, whose widows and children are relieved from the Hospital funds without, so far as witness is aware, any application from the Patriotic Fund Commissioners to the Admiralty for information in such cases, *Lambert* 1745–1759——Discretion reserved by the Admiralty as to the awarding of pensions, though there is an expectation of their being granted, and they are given as a matter of course, unless there is objection as to character, *ib.* 1760–1764. 1851–1860——Practice to continue the pensions to widows, even though employed in the dockyards or elsewhere, *ib.* 1775–1781.

Belief that it was proposed to allow the Patriotic Fund Commissioners to manage the Greenwich Hospital Funds, *Lambert* 1799–1804——Very full expenditure of the income of the funds, the claims being very pressing, *ib.* 1805–1807——Practice as to keeping the expenditure even with the estimates, as in the case of special pensions, *ib.* 1823–1825——Limitations as to special pensions when men become entitled to age pensions, *ib.* 1823–1825.

H.

Hamilton, Captain George John. (Analysis of his Evidence.)—Is secretary to the fund subscribed for the relief of sufferers by the Mutiny in India, 2303.

Evidence showing that the fund was established in 1857 for the relief of relatives who were pecuniarily dependent on men killed in the Indian Mutiny; invalided soldiers also received relief, 2304–2313. 2322–2326. 2331–2333——Details respecting the capital and expenditure of the fund, showing that 440,968*l.* 13*s.* 10*d.* has been subscribed and nearly half-a-million expended; the present balance is 46,256*l.* 15*s.*; 2314–2321. 2390. 2393–2398——Practice to make minute inquiry into every application, 2327–2330. 2364–2368.

Particulars respecting the allowances made to widows and children; reference to an extra grant of 2*l.* per annum made some ten years since on account of an ascertained surplus, 2334–2346. 2362. 2385–2388——Evidence showing that, as regards relief, the fund is calculated so that it shall be capable of lasting until the last survivor disappears;

Report, 1895—*continued.*

Hamilton, Captain George John. (Analysis of his Evidence)—*continued.*

appears; grants allowed, owing to there being a surplus, to the Royal School for Officers' Daughters at Bath and to the Royal Cambridge Asylum for Widows, 2347–2354. 2406-2414.

Statement of the circumstances under which the Mutiny Fund was thrown into Chancery by the four trustees eighteen years ago, 2349. 2355, 2356. 2399–2405——Question as to the means taken to ascertain whether the Patriotic Fund Commissioners are extending benefits to the same applicants, 2355–2363——Examination regarding the expenses incurred in the administration of the Mutiny Fund; statement to be prepared and put in, 2369–2384.

Attention called to the Indian funds of a similar nature: belief that there is no danger of their overlapping, 2389–2393——Constitution of the present Committee of the Mutiny Fund; opinion that they have discretion to act, but are bound by the rules, 2415–2421——Statement that witness is under no contract which would lead him to expect a pension from the fund, 2422–2427.

Harter, Mrs. Particulars relative to the case of the widow of a man named Thomas Harter, who served in the Navy before Sebastopol, she having been refused an allowance from the Patriotic Fund, though her two sons were admitted to the school; conclusion that the death of Harter was not due to service in the Russian War, *Young* 1400–1409.

I.

Imperial War Fund. Information in regard to the two funds subscribed for the first Egyptian War and the Eastern Soudan War, and combined in "The Imperial War Fund;" explanation that the nucleus of the fund originated as the result of a military tournament, *Tully* 2431–2441. 2451, 2452——Evidence showing the principles of the application of the fund; intention of the fund to afford immediate relief, *ib.* 2442, 2443. 2472–2479. 2496, 2497. 2510-2514.

Statement that the capital at present is 5,412*l.*, out of which 56*l.* only was paid in relief last year; practice to allow the capital to accumulate in view of another war, *Tully* 2444–2448. 2481. 2557–2561——Document handed in showing the amount distributed from the formation of the fund to 1893; *ib.* 2453–2456.

Question as to whether it would not be worth while to hand over the fund to the Patriotic Fund Commissioners; reasons for objecting to such transfer, *Tully* 2458–2471. 2515–2518. 2522–2539. 2562–2564——Particulars as to the method adopted in arriving at a knowledge of cases requiring relief, *ib.* 2498, 2499. 2519–2521——Details respecting the trust deed, *ib.* 2500–2509. 2540–2544.

Paper explanatory of the trust deed in the case of the Egyptian War Fund, and showing the provisions for the administration and distribution of the funds, *App.* 203.

Indian Mutiny Fund:

Evidence showing that the fund was established in 1857 for the relief of relatives who were pecuniarily dependent on men killed in the Indian Mutiny; invalided soldiers also received relief, *Hamilton* 2304–2313. 2322–2326. 2331–2333——Details respecting the capital and expenditure of the fund, showing that 440,968*l.* 13*s.* 10*d.* has been subscribed, and nearly half-a-million expended; the present balance is 46,256*l.* 15*s.*; *ib.* 2314–2321. 2390. 2393–2398.

Practice to make minute inquiry into every application, *Hamilton* 2327-2330. 2364–2368——Particulars respecting the allowances made to widows and children; reference to an extra grant of 2*l.* per annum made some ten years since on account of an ascertained surplus, *ib.* 2334–2346. 2362. 2385–2388.

Evidence showing that as regards relief the fund is calculated so that it shall be capable of lasting until the last survivor disappears; grants allowed, owing to there being a surplus, to the Royal School for Officers' Daughters at Bath and to the Royal Cambridge Asylum for Widows, *Hamilton* 2347-2354. 2406–2414——Statement of the circumstances under which the Mutiny Fund was thrown into Chancery by the trustees eighteen years ago, *ib.* 2349. 2355, 2356. 2399–2405.

Examination regarding the expenses incurred in the administration of the Mutiny Fund; statement to be prepared and put in, *Hamilton* 2369–2384——Constitution of the present committee of the Mutiny Fund; opinion that they have discretion to act, but are bound by the rules, *ib.* 2415–2421——Witness is under no contract which would lead him to expect a pension from the fund, *ib.* 2422–2427.

Paper explanatory of the conditions as to allowances to widows; amount of weekly allowance according to the number of children, *App.* 204.

Report, 1895—*continued.*

Indian Mutiny Fund—continued.

Financial statement of the receipts and disbursements of the fund from 31st December 1884 to 31st December 1894; also balance sheet as at 31st December 1894; *App.* 205.

Statement of receipts and disbursements in each year from August 1857 to 31st December 1884; *App.* 206 —— Balance sheet from August 1857 to 31st December 1884; *ib.*

Indian Patriotic Fund. Continued existence of the Indian Patriotic Fund; distribution of some of the money through witness, *Gildea* 1882–1884. 1889–1892.

Investments (*Patriotic Fund*). Policy of the Commissioners in reducing generally the amounts invested in colonial securities in favour of home securities; reduction of income thereby, *Young* 1043–1046. 1083, 1084. 1263 —— Explanation as to Mr. Lidderdale (ex-Governor of the Bank of England) being entrusted by the Commissioners with all large investments or re-investments, such as the transfer of colonial securities into home securities, *ib.* 1222. 1249–1256. 1260, 1261.

Investments made at the inception of each fund; belief that as regards colonial securities the Commissioners were advised by Lord Addington, *Young* 1248. 1257–1259 —— Explanations in justification of the appointment of Mr. Lidderdale as adviser in respect of investments, *ib.* 1249–1256. 1260, 1261.

See also *Accounts and Audit. Liabilities and Assets. Manchester Ship Canal Debentures.*

L.

Lady Roberts' Fund. Transmission by witness to India of any subscriptions received by him for Lady Roberts' Fund, *Gildea* 1893, 1894.

Lambert, George Thomas. (Analysis of his Evidence.)—Witness, as Director of Greenwich Hospital, submits information respecting the foundation and objects of the hospital; income derived at first from a contribution of 6*d.* a month out of the wages of all seamen, subsequently augmented out of prize monies, forfeited estates, &c., 1622–1632. 1651–1654 —— Large provision made for seamen by extension of the original buildings; benefits also given in the form of children's education, out-pensions, gratuities, &c. 1633–1650.

Information as to the discontinuance of out-pensions in 1829, and as to the abolition in 1834 of the deduction of 6*d.* a month from the wages of merchant seamen, whilst the prize money now goes to the Treasury, there being a grant to the hospital from the Consolidated Fund, 1651–1656. 1663 —— Details respecting the system of old age pensions and special pensions, the pensions to widows, allowances to children, the provision of education and maintenance for 1,000 boys (sons of seamen and marines), and other benefits now charged upon the Parliamentary grants, 1657 *et seq.*

Explanation of the process followed in the matter of pensions to widows and allowances to children; prompt settlement, though in exceptional cases some delay is unavoidable, 1680–1696 —— Summary of the recommendations of the Select Committee of 1892 and of the steps taken thereupon by the Treasury, 1697–1702.

[Second Examination.] Inability of the Greenwich Hospital authorities to do anything whatever for widows whose husbands have not died in the service, 1703–1705 —— Assistance rendered to widows by sending their children to orphanages or schools, the total expenditure for boys and girls being about 6,000*l.* a year, 1706–1711. 1742–1744. 1828 —— Necessity of a man having a naval pension and being fifty-five years of age before he can get a Greenwich Hospital age pension; further pension of 4*d.* a day at the age of sixty-five; 1712–1716. 1813–1814.

Surplus income of about 800*l.* over the expenditure of Greenwich Hospital in 1894–95; very large prospective liability hanging over the institution in respect of widows and orphans, 1717–1721 —— Explanation as to the sale of some of the estates made over to the hospital, and as to the investment of the proceeds, the Lords of the Admiralty being responsible for the investments, 1722–1726.

Doubt as to there being much, if any, overlapping in the distribution of the funds of Greenwich Hospital and of the Patriotic Fund Commissioners, 1727–1730 —— Satisfactory inter-communication respecting the distribution of the Royal Naval Exhibition Fund, 1728–1731 —— Grounds for the opinion that naval funds other than those of Greenwich Hospital might be lumped together under one administrative body to be in communication with the Admiralty, 1732–1738 —— Facility for seamen to become conversant with the Greenwich Hospital Fund and the pension benefits therefrom, 1739–1741. 1813, 1814.

Report, 1895—*continued.*

Lambert, George Thomas. (Analysis of his Evidence)—*continued.*

Considerable number of men who lose their lives in the service of the Crown through casualties or disease, whose widows and children are relieved from Greenwich Hospital funds without, so far as witness is aware, any application from the Patriotic Fund Commissioners to the Admiralty for information in such cases, 1745-1759—— Discretion reserved by the Admiralty as to the awarding of pensions, though there is an expectation of their being granted, and they are given as a matter of course, unless there is objection as to character, 1760–1764. 1851–1860.

Information as to the "Victoria" fund having been distributed without any loss of time, 1765–1775——Practice to continue the pensions to widows, even though employed in the dockyards or elsewhere, 1775–1781——Inquiry, through the local police, as to character before any widow is pensioned, there being no espionage subsequently, 1782–1785. 1839–1849 ——Suspension of pension on re-marriage, though the children are still pensioned; resumption of pension if the woman again becomes a widow, 1786–1789.

Estimate that additional funds could be managed by Greenwich Hospital at a cost of 2 per cent., 1791–1793——Grounds for objecting to the several naval funds being administered by the Admiralty, though amalgamation of management would result in economy, 1794–1798——Belief that it was proposed to allow the Patriotic Fund Commissioners to manage the Greenwich Hospital Funds, 1799–1804.

Very full expenditure of the income of the funds, the claims being very pressing, 1805–1807——Conclusion as to there being no overlapping between Greenwich Hospital and the Royal Naval Fund, and other funds, 1808–1812. 1865–1871——Monthly payment of all the Greenwich Hospital pensions; great advantage over quarterly payment, though entailing more trouble, 1815–1821——Payment through the Post Office, the latter making no charge, 1822. 1829.

Practice as to keeping the expenditure even with the estimates, as in the case of special pensions, 1823–1825——Limitation as to special pensions when men become entitled to age pensions, 1850—— Inquiry by the Civil Department of the Admiralty in cases of gratuities to dependent relatives, other than widows, 1861–1864—— Occasional reference of cases by witness to Lloyd's Patriotic Fund, children being nominated by the latter to Greenwich Hospital School, 1872.

Liabilities and Assets (Patriotic Fund Commission):

Evidence showing that reports in connection with the Patriotic Fund were made by witness' father from 1856 to 1875, since which time they have been made by witness, who is not concerned in any way with the management of the Fund, *Finlaison* 476–483. 566, 567—— Details of the information supplied by witness as to the data upon which his estimates and reports are based, *ib.* 484–491.

Examination as to the War Office inquiry, which took place in 1880 in consequence of the liabilities of the Commissioners exceeding their assets; view of witness' father on this subject, *Finlaison* 492–506——Objection of witness to the expression "liabilities" as applied to the Commissioners, *ib.* 494, 495. 568–572——Causes which have led to a steady increase in the surplus at the disposal of the Commissioners, *ib.* 507. 535. 546. 621, 622.

Detailed explanation of the method adopted by witness, when preparing his statement, in order to ascertain the liabilities of the Patriotic Fund in respect of the payments to widows and orphans, *Finlaison* 508–515. 585–601——Reasons which have led to a change in the manner of assessing the assets of the Patriotic Fund, now valued at 400,246*l.* gross, *ib.* 518–529. 555–557. 573–584. 616–620.

Belief that it is possible, if necessary, to make a valuation of the whole of the funds and to ascertain the aggregate surplus assets, *Finlaison* 558–565. 611–615. 635—— Statement that the surplus of 74,136*l.* shown for the Patriotic Fund is a real one, *ib.* 602–610—— Attention called to the fact that the present report gives the liabilities and assets of the Patriotic Fund and the "Victoria" only; the other funds have been valued by witness within the last three years, *ib.* 623–636.

Further evidence respecting the method of valuation adopted by witness in his statement of the liabilities and assets of the Patriotic Fund, *Finlaison* 637–646—— Detailed information as to the surplus assets of the various funds administered by the Commissioners; statement that neither the Zervudachi nor the "Rodriguez" have been referred to witness, *ib.* 647–653.

Additional statement in regard to the capital credit of the Patriotic Fund, viz., 400,246*l.*, *Finlaison* 654–662——Further reference to the surplus assets of 74,136*l.*, *ib.* 669–672.

Consideration of the desire of the Committee for a general valuation, with the view of ascertaining the aggregate surplus from all funds; statement that the smaller funds have only been valued triennially owing to the cost incurred, *Young* 758. 761–764——Opinion that

Report, 1895—*continued.*

Liabilities and Assets (Patriotic Fund Commission)—continued.

that the Patriotic Fund could not be classed with certain other funds owing to its beneficiaries not being determined, *Young* 764–775——Reduction of capital in the case not only of the "Atalanta" Fund, but of the "Captain" Fund, *ib.* 947–950.

Explanation that the valuation of all the funds and securities rests exclusively with Mr. Finlaison, as actuary, neither the Commissioners nor witness having anything to do with the matter, *Young* 1262–1266——Reference to the "Captain," the "Eurydice," the "Atalanta," and certain other Funds as not liable to have any fresh claims or annuitants upon them, this not applying to the Patriotic Fund and others, *ib.* 1318, 1319——Large surplus assets in former years; decrease by about 65,000*l.* in 1891 through the restoration of re-married women to full allowances, *ib.* 1368–1373.

See also *Accounts and Audit. Investments. Soldiers' Effects Fund.*

Light Brigade (Balaclava) Fund. Evidence respecting the administration of the fund raised for survivors of the Light Cavalry Brigade Charge at Balaclava in 1854, *Young* 350–365——Explanatory statement on the subject of the receipt of parochial relief not being a disqualification for relief from the Balaclava Fund, though the former must be given up if the latter be granted; reference hereon to the case of Henry Wickham in June 1892; *ib.* 1432–1444——Reference to the Balaclava Fund as the only one for the benefit of soldiers, *ib.* 1453–1532.

Trust deed dated 24th February 1892, respecting the management and administration of the Light Brigade Relief Fund, *App.* 168, 169.

Names, &c., of totally destitute survivors who have been promised annuities if any are granted, *App.* 169.

List of deserving survivors (February 1892) known to be in great poverty, and considered by the committee suitable claimants for annuities, *App.* 170.

List of Light Brigade survivors, excluding those in receipt of pensions or other allowances from the public service of 7*s.* per week and upwards; also list of payments to the above, *App.* 170–172.

Lloyd's Patriotic Fund. Occasional reference of cases by witness to Lloyd's Patriotic Fund, children being nominated by the latter to Greenwich Hospital School, *Lambert* 1872.

Information as to the origin of the Fund during the war with France in 1803; explanation that it was intended for the relief of relatives of men killed in action, and for the assistance of men who were wounded, *Millington* 2575–2590. 2595–2603——Practice now to give annual donations to widows instead of pensions, as in the early days of the Fund; belief that there are between 60 or 70 widows at present in receipt of assistance, *ib.* 2591–2594. 2610–2621. 2670. 2674. 2675.

Evidence respecting the great assistance given in the education of children; privilege of the Fund to place as many boys as they like in the Greenwich Hospital School, *Millington* 2603, 2604. 2607–2609. 2708–2710——Questions never raised as to the particular faith of the children, *ib.* 2605, 2606. 2654–2662——Necessity for making careful inquiry in regard to the circumstances of applicants, *ib.* 2616. 2641, 2642. 2671–2673.

Examination as to the capital of the Fund and the income available for distribution; evidence showing the capital to be about 85,000*l.*, with school presentations worth at least 100,000*l.*, whilst about 2,300*l.* is available for annual distribution, *Millington* 2622–2624. 2629–2631. 2676–2678——Information as to the administration of the Fund, which is in the hands of the Charity Commissioners; enumeration of the trustees, *ib.* 2625–2628. 2649–2653——Explanation of the events which led to the salvation of the Fund, which at the completion of the French War had been voted away, *ib.* 2632–2637. 2687–2689.

Opinion that there would be strong opposition to handing over the Fund to the Patriotic Fund Commissioners; opinion that the danger of these funds overlapping is slight, *Millington* 2638–2643. 2692–2698——Belief that in the event of war the trustees would appeal to the public to keep up the payment of the hard cases taken in hand, *ib.* 2678–2686. 2690, 2691——Reference to the expenses of administration as being about 536*l.* per annum, *ib.* 2701–2708.

Local Committees (Patriotic Fund Commission). Contention that by means of local committees the machinery of the Commission is perfectly competent to deal with applications for immediate relief, *Young* 1468–1471.

M.

Manchester Ship Canal Debentures. Examination as to the value of the "Manchester Ship Canal Debentures" included in the assets of the "Victoria" Fund; opinion that they are excellent investments, *Finlaison* 663–668——Excellent security for the investment

Report, 1895—*continued.*

Manchester Ship Canal Debentures—continued.

in some Manchester Ship Canal Debentures purchased on the advice of Mr. Lidderdale, *Young* 1255, 1256.

Meetings and Attendances (*Patriotic Fund Commissioners*). Particulars obtainable from the Minute Book as to the Commissioners' attendances, *Young* 1167-1169 — Meeting of the Commissioners only once a year, except when there is a new Fund to be administered, when they meet as often as the requirements of the case indicate, *ib.* 1197-1200.

Statement showing that the attendance of many of the Commissioners at the Board Meetings and at Committee Meetings has been very good, and the Commissioners generally take a continuous and active interest in the administration of the Fund, *Young* 1309-1317——Excellent attendances given by the Prince of Wales, *ib.* 1314.

Names of the Patriotic Fund Commissioners, with information as to the meetings in the years 1890-94, and the total number of attendances, *App.* 192, 193.

Millington, James. (Analysis of his Evidence.)—Has been Secretary of Lloyd's Patriotic Fund since 1864; was Assistant Secretary from 1859; 2571-2574.

Information as to the origin of the above Fund during the war with France in 1803; explanation that it was intended for the relief of relatives of men killed in action and for the assistance of men who were wounded, 2575-2590. 2595-2603——Practice now to give annual donations to widows instead of pensions as in the early days of the Fund; belief that there are between 60 and 70 widows at present in receipt of assistance, 2591-2594. 2610-2621. 2670. 2674, 2675.

Evidence respecting the great assistance given in the education of children; privilege of the Fund to place as many boys as they like in the Greenwich Hospital School, 2603, 2604. 2607-2609. 2708-2710——Statement that questions as to the particular faith of the children are not raised, 2605, 2606. 2654-2662——Necessity for making careful inquiry in regard to the circumstances of applicants, 2616. 2641, 2642. 2671-2673.

Examination as to the capital of the Fund, and the income available for distribution; evidence showing the capital to be about 85,000*l.*, with school presentations worth fully 100,000*l.*, whilst about 2,300*l.* is available for annual distribution, 2622-2624. 2629-2631. 2676-2678——Information as to the administration of the Fund, which is in the hands of the Charity Commissioners; enumeration of the trustees, 2625-2628. 2649-2653——Explanation of the events which led to the salvation of the Fund, which at the completion of the French War had been voted away, 2632-2637. 2687-2689.

Opinion that there would be strong opposition to any proposal for handing over the Fund to the Patriotic Fund Commissioners; belief that the danger of these funds overlapping is slight, 2638-2643. 2692-2698——Practice of Lloyd's Patriotic Fund never to refuse a hard case; instance of a case refused by the Patriotic Fund, 2643-2648. 2663-2669, 2699, 2700——Belief that in the event of war the trustees would appeal to the public to keep up the payment of the hard cases taken in hand, 2678-2686. 2690, 2691——Reference to the expenses administration as being about 536*l.* per annum, 2701-2708.

Monthly or Quarterly Payment of Pensions. Monthly payment of all the Greenwich Hospital pensions; great advantage over quarterly payment, though entailing more trouble, *Lambert* 1815-1821——Practice of the Soldiers' and Sailors' Families' Association to make quarterly payments by cheque; reasons for not making monthly payments nor utilising the Post Office, *Gildea* 2090-2102.

Moore, William Arthur. (Analysis of his Evidence.)—Is Senior Clerk of the Victualling Department of the Admiralty; acts as Honorary Secretary to the Queen Adelaide Naval Fund, 2251, 2252. 2301, 2302.

Evidence respecting the circumstances under which the Queen Adelaide Fund originated; relief from the Fund is limited to unmarried orphan daughters of naval and marine officers, 2255-2260. 2282—— Statement as to the capital of the fund; practice to invest donations and to pay away subscriptions in grants, 2261-2269 ——Information showing the smallness of the working expenses, 2270-2273.

Examination as to the amount expended in grants and as to the form which these grants take; evidence showing that 232*l.* was expended last year, 2274, 2275. 2279-2281. 2287-2291——Explanation of the *modus operandi* in administering relief, 2276-2278 ——Discussion of the danger arising from the possible overlapping of similar funds, 2282-2286. 2293——Consideration of the advantages or disadvantages which would arise from the administration of the Fund by the Patriotic Fund Commissioners, 2293-2300.

N.

Naval Funds. Grounds for the opinion that Naval funds other than those of Greenwich Hospital might be lumped together under one administrative body to be in communication with the Admiralty, *Lambert* 1732–1738——Grounds for objections to the several Naval funds being administered directly by the Admiralty, though amalgamation of management would result in economy, *ib.* 1794–1798.

Comment upon the diversion from the Navy of certain funds, whilst similar funds in Army go to the Patriotic Fund, such as soldiers' effects and prison savings, *Sir W. M. Dowell* 2245-2250.

Communication between the Patriotic Fund Commission and the Admiralty in October and December 1893, respecting a certain list of cases relieved from Naval sources since 1883; *App.* 177.

See also *Greenwich Hospital. Royal Naval Fund. Royal Naval Relief Fund.*

Nursing Branch (*Soldiers' and Sailors' Families Association*). Importance attached to the nursing branch, started about three years ago; amount of expenditure involved, *Gildea* 1939–1941.

O.

Orphans. See *Widows and Orphans.*

Overlapping of Funds. Doubt as to there being much if any overlapping in the distribution of the funds of Greenwich Hospital and of the Patriotic Fund Commissioners, *Lambert* 1727-1730——Conclusion as to there being no overlapping between Greenwich Hospital and the Royal Naval Fund and other funds, *ib.* 1808–1812. 1865–1871——Discussion of the danger arising from the possible overlapping of similar funds, *Moore* 2282–2286. 2293; *Tully* 2483–2495.

Question as to the means taken to ascertain whether the Patriotic Fund Commissioners are extending benefits to the same applicants as are dealt with by the Indian Mutiny Fund, *Hamilton* 2355–2363——Attention called to other Indian funds of a similar nature to the Mutiny Fund; belief that there is no danger of their overlapping, *ib.* 2389–2393.

See also *Amalgamation of Funds.*

P.

Patriotic Fund Commission:

Reference to a statement drawn up by witness explanatory of the financial aspect of the fund and of its method of administration, &c., *Young* 6, 7. 15–18; *App.* 194–197——Evidence showing that the Patriotic Fund was instituted to succour, educate, and, relieve those who had lost husbands or parents in the war with Russia in 1854–56, *Young* 9–14. 16, 17.

Reasons which led to the intervention of Parliament in the administration of the fund, and the passing of the Patriotic Fund Act of 1866, *Young* 18, 19——Information in regard to the limitations in the application of the fund laid down by the Act of 1867; this Act extended relief to the children only of men who had suffered in the service of the Crown, *ib.* 19–23.

Paragraph from a report issued by the Commissioners, showing the pressure in favour of widely extending the operations of the fund, brought to bear on the Commissioners in consequence of the Act of 1867; *Young* 25, 26. 31, 32——Practice of the Commissioners to limit relief to those who are unable to maintain or support themselves, *ib.* 27–30.

Particulars of the recommendations agreed upon by the Admiralty and War Office, and subsequently embodied in the Patriotic Fund Act of 1881; *Young* 34–43——Information as to the augmentation of the Patriotic Fund Commission by permanent officials of the War Office, Admiralty, and Treasury, *ib.* 34. 44–49.

Details in regard to the amount of the capital fund, from its origin to December 1894; *Young* 52–60——Recapitulation of the main feature of the work of the Commission, *ib.* 473.

Contention as regards the Government inquiry of 1881, that the question of dissolving the Patriotic Fund Commission was abandoned, because of the impracticability of the proposal,

Report, 1895—*continued.*

PATRIOTIC FUND COMMISSION—continued.

proposal, *Young* 1094-1111——Further Parliamentary powers necessary in order that the scope and usefulness of the several funds may be widened; wider powers required, more especially as regards widows, *ib.* 1178–1184.

Information respecting the Executive and Finance Committee and the Finance Sub-Committee, and the constitution thereof; part taken by this committee in connection with the accounts, and with finance and investments, transfer of stock, &c., *Young* 1199-1218. 1220-1227——Decided objection to any reduction in the number of the Commissioners, *ib.* 1472.

Return showing the constitution of the Executive and Finance Committee, the number and date of meetings in the years 1890–94, and the total attendances of each member of the committee, *App.* 194, 195.

Return showing the constitution of the Finance Sub-Committee and the number of meetings, and of attendances in the years 1890–94, *App.* 196, 197.

See also the *Headings generally throughout the Index.*

Pensioners' Widows. Advantage if there were some fund available for pensioners' widows, *Sir W. M. Dowell* 2226, 2227.

Pensions and Allowances. See *Administration of Funds. Greenwich Hospital. Indian Mutiny Fund. Liabilities and Assets. Lloyd's Patriotic Fund. Monthly or Quarterly Payment. Patriotic Fund Commission. Widows and Orphans.*

Post Office (Payment of Pensions). Payment of Greenwich Hospital Pensions through the Post Office, the latter making no charge, *Lambert* 1822, 1829.

Public Contributions. Statement that the Patriotic Fund Act of 1886, authorised the Commissioners to ask for public contributions; illustration in the case of the "Victoria," *Young* 50, 51—— Statement as to the Commissioners having specifically declined to be the medium for collecting subscriptions for any of the Funds; application made, however, to the Admiralty in respect of the Royal Naval Reserve Fund, *ib.* 1074-1081. 1085-1087.

Publicity. See *Advertisement of Funds.*

Q.

Queen Adelaide Naval Fund. Evidence respecting the circumstances under which the Queen Adelaide Fund originated; relief from the fund limited to unmarried orphan daughters of Naval and Marine officers, *Moore* 2253-2260. 2282——Statement as to the capital of the fund; practice to invest donations and to pay away subscriptions in grants, *ib.* 2261–2269—— Information showing the smallness of the working expenses, *ib.* 2270–2273.

Examination as to the amount expended in grants, and as the form which these grants take; evidence showing that 232*l.* was expended last year, *Moore* 2274, 2275. 2279–2281. 2287–2291——Explanation of the *modus operandi* in administering relief, *ib.* 2276–2278——Consideration of the advantages or disadvantages which would arise from the administration of the fund by the Patriotic Fund Commissioners, *ib.* 2293–2300.

R.

Re-appointment of Committee. Insufficient time for the conclusion of the investigation by the Committee on account of the Dissolution of Parliament, it being recommended that a Committee on the same subject be appointed in the next Parliament, *Rep.* iii.

Refusal of Applications. Desirability of a return similar to one issued in 1871 to show the number of rejected applications; it would, however, involve a great deal of labour, *Young* 147–150——Further explanations respecting return showing the number of applications rejected since 1871; *ib.* 748–757. 759.

Practice of Lloyd's Patriotic Fund never to refuse a hard case; instance of a case refused by the Patriotic Fund, *Millington* 2643–2648. 2663–2669. 2699, 2700.

Return of all widows and orphans of officers, non-commissioned officers, soldiers and sailors who have been refused relief by the Patriotic Fund Commissioners from 1st January 1893 to 8th May 1895; *App.* 180, 181.

List of renewed applications during 1894–95 for relief from Patriotic Fund from widows married before 1858, which could not be entertained, owing to no proof being forthcoming

Refusal of Applications—continued.

forthcoming that death of husband was due directly to Russian War Service, as required by the Patriotic Fund Act, or were refused, cause of death of husband not being due to Russian War Service, *App.* 182, 183.

Return of all widows and orphans of officers, non-commissioned officers, soldiers and sailors who have applied for relief during 1894, who were married before 1858, whose applications could not be entertained owing to no proof being forthcoming that death of husband was due directly to Russian War Service, *App.* 184–187.

See also *Character, &c.*

Re-marriage of Widows. Explanatory statement as to the grant of half allowances to re-married women in the case of the "Eurydice" Fund; that is, following the precedent of the Patriotic Fund and the "Captain" Fund, *Young* 1021–1028——Reduction of the surplus assets of the Patriotic Fund in 1891 by about 65,000*l.* through the restoration of re-married women to full allowances, *ib.* 1368. 1373.

See also *Zulu War Fund.*

Suspension of pension from Greenwich Hospital on re-marriage though the children are still pensioned; resumption of pension if the woman again becomes a widow, *Lambert* 1786–1789.

Rodriquez Fund:

Information in regard to the Rodriquez Fund; difficulties arising in the administration of this fund owing to the qualifications expressed in the will, *Young* 121–146. 151–154——Further examination in regard to the difficulties experienced by the Commissioners in the administration of the fund, owing to the necessity for recipients to be indigent and necessitous, *ib.* 867–897.

Evidence showing that the Rodriquez Fund was at one time advertised, *Young* 898–905——Authority under the Patriotic Fund Act of 1867 for the action of the Commissioners in their liberal interpretation of the conditions of the Rodriquez Fund, *ib.* 917, 918.

Extension of educational assistance by means of the Rodriquez Fund, the Commissioners having now full power to apply this fund in the same way as the Patriotic Fund, *Young* 1185–1187.

Further explanations respecting the Rodriquez Fund and its administration, witness justifying the action of the Commissioners, under which the capital is now about double the original bequest, the surplus having been made applicable since 1867 to the same purposes as the Patriotic Fund, *Young* 1333–1354. 1543.

Grounds for defending the limited distribution out of the Rodriquez Fund, as compared with the receipts; steps taken for ascertaining whether there were not more beneficiaries entitled to claim under the terms of the original bequest, *Young* 1335–1354. 1543——Conclusion that the fund was well known to the War Office Authorities, *ib.* 1346.

Definition of the term "indigent and necessitous" in connection with the application of the Rodriquez Fund, this fund being, however, now lumped with the Patriotic Fund, *Young* 1410–1418. 1465–1467. 1543——Further statement as to the Rodriquez Fund being for the benefit of "men wounded or dying in the wars," and as to the definition thereof by the Commissioners, *ib.* 1454–1456.

Roman Catholic Children. Examination in reply to exceptions taken on the ground that there has been inadequate allocation of relief and of expenditure to Roman Catholic children as compared with Church of England and Protestant children; basis of the allocation, as fixed in 1881, that one-fifth of the total Endowment Fund should be applied to Roman Catholics, *Young* 1477–1488. 1502–1524.

See also *Schools and Orphanages.*

Royal Naval Fund:

Information in regard to the Royal Naval Fund created in 1893 from the surplus of the Royal Naval Exhibition, *Young* 203–210——Satisfactory inter-communication respecting the distribution of the Royal Naval Exhibition Fund, *Lambert* 1728–1731.

Origination of the Royal Naval Fund in 1891 through a surplus of 47,658*l.* handed over from the Naval Exhibition, *Sir W. M. Dowell* 2148, 2149——Income of 1,484*l.* in 1894; the expenditure since 1891 having gradually increased and the whole income being now expended; particulars as to the investments, *ib.* 2153–2157. 2162, 2163. 2230–2236——Application of the income to the relief of the widows and dependent relatives of men who die in the Navy; prospect of gradual increase in the applications for such relief, *ib.* 2159–2161——Extensive relief to the families of warrant officers if the income should exceed 3,000*l.*, *ib.* 2164–2167.

Report, 1895—*continued.*

ROYAL NAVAL FUND—continued.

Constitution of the Executive Committee for the management of the Fund, the Committee being in constant touch with the Admiralty, *Sir W. M. Dowell* 2168–2173. 2222, 2223——Explanation of the practice in the distribution of grants, through the ladies committees at the ports; prompt relief given in necessitous cases to widows and children, *ib.* 2174–2183.

Reduction of the working expenses to about 6½ per cent. in the second year; further reduction anticipated, *Sir W. M. Dowell* 2184, 2185. 2244——Discussion of the question of appealing to the public for additional funds, this not being considered advisable so long as there is a balance of accumulated income in hand; several classes that might be relieved, if there were funds available, who are outside the operation of the Patriotic Fund, *ib.* 2185–2198. 2236–2242——Temporary relief frequently given to persons subsequently pensioned out of the Patriotic Fund, *ib.* 2204–2208.

Grounds for contending that the Fund should be separately administered, as at present, instead of being handed over to the Patriotic Fund Commission, *Sir W. M. Dowell* 2208-2215. 2220-2223.

Copy of the Second Annual Report and Balance Sheet, for the year 1894; *App.* 200, 201.

Royal Naval Relief Fund. Explanation of the origin of the Royal Naval Relief Fund, *Young* 191–197. 210–216——Absence of available funds until 1878; *ib.* 1048–1052.

Reference to the Royal Commission of 1875 as having authorised the Patriotic Fund Commissioners to receive contributions towards the Royal Naval Relief Fund, it being left to the Commissioners to defer the grant of relief till there was a sufficient accumulation of funds, *Young* 1053–1057. 1069-1073. 1088, 1089.

Relief granted out of this Fund to a so-called "Officer," who is really a gunner or carpenter, *Young* 1058-1068——Considerable percentage borne by the cost of management to the expenditure, *ib.* 1090–1093.

Limited extent to which relief can be given out of the Royal Naval Relief Fund, the capital being only 7,700*l.*; approval of this fund being lumped with the Royal Naval Fund, *Sir W. M. Dowell* 2199–2203. 2216, 2217. 2224-2226. 2228, 2229——Difficulty at present in finding special cases for relief, *ib.* 2224–2229.

Royal Victoria Patriotic Asylum. Particulars respecting the origin and working of the Royal Victoria Patriotic Asylum for Girls; *Young*, 79, 80. 88. 92–107——Constitution and functions of the committee of management of the asylum, *ib.* 1219——Excess of expenditure in 1894 beyond income in respect of the asylum, this having been caused by structural alterations, and having come out of the Endowment Fund without any prejudice to the Roman Catholics, *Young*, 1488. 1504, 1505.

Return showing the constitution of the committee of management of the Royal Victoria Patriotic Asylum, the number and dates of meetings in the years 1890–94, and the total number of attendances, *App.*, 198, 199.

Russian War. Claim only of widows and children to relief from the Patriotic Fund, men wounded in the Russian War having no claim; inadequate fund for the latter purpose; *Young*, 1445-1452. 1532.——*See* also *Light Brigade Fund.* *Patriotic Fund.*

S.

Sanitary Establishment. Exception taken to a statement as to its having been proposed to establish a sanitary establishment at Margate, *Young*, 1116.

Schools and Orphanages. Details respecting a correspondence between the War Office and the Commissioners in consequence of an allegation of insufficient assets brought against the Patriotic Fund Commissioners; admission that excessive liabilities were incurred through the establishment of a school for boys, *Young*, 33, 34——Statement that the Act of 1881 provided for the sale of the boys' school, the proceeds of which formed the foundation of the Roman Catholic Orphan Fund, *ib.* 34. 80–85. 108–113.

Discussion as to whether the Commissioners in establishing the Royal Victoria Patriotic Asylum for Girls and endowing a school for boys were not exceeding their powers; contention that the Commissioners were not outside their trust, *Young* 776-796——Further admission as to there having been too much generosity in the management of the boys' school, *ib.* 1111–1115.

Explanations with further reference to the funds allocated under the Act of 1867 to the maintenance and education of children, money grants not being given to Roman Catholic children whilst waiting for admission to the orphanages, *Young* 1360-1372——Larger number of children waiting for admission to the Roman Catholic orphanage than to the Royal Victoria Patriotic Asylum; particulars hereon, *ib.* 1369-1382. 1508–1510. 1524.

See also *Royal Victoria Patriotic Asylum.*

Report, 1895—*continued.*

Secretary (Patriotic Fund Commission). Examination as to the grounds upon which witness justifies his claim to a pension as secretary to the Commission whilst already pensioned as an army officer, *Young* 1568–1578.

Self-help. Condition in the case of some of the funds that a woman ceases to have a claim if she remains idle, *Young* 1398, 1399——Explanation that recipients of relief generally are required to prove that they are unable to support themselves, and are encouraged in the direction of self-maintenance, *ib.* 1579, 1580.

"*Serpent*" *Fund.* Explanations in detail respecting the "Serpent" Fund, the promptitude with which the fund was raised and relief given, the amount of the fund, the income therefrom, and the grants distributed amongst the widows and children of those who were lost; more liberal relief by reason of the practical absorption of the fund in about eight years, *Gildea* 1983 *et seq.*; 2033–2047. 2069–2077. 2103–2112. 2130–2143.

Statement as to the "Serpent" Fund having been transferred to the Soldiers and Sailors' Families Association instead of to the Patriotic Fund Commissioners; that is, through the feeling that there was a want of sympathy on the part of the latter body, and that their administration was too costly, *Gildea* 2017–2030. 2117–2119. 2144, 2145——Separate committee in charge of the "Serpent" Fund, *ib.* 2031, 2032.

Further statement as to the expedition with which the "Serpent" Fund was set on foot, and the first distribution carried out, *Gildea* 2135–2141.

Soldiers' Effects Fund:

Evidence respecting the recommendation that the assets of the Royal Patriotic Fund should be supplemented by certain kindred amounts at the disposal of the War Office and Admiralty, with the result that the Soldiers' Effects Fund was handed over in 1884; *Young* 34. 37, 38.

Information with further reference to the "Soldiers' Effects Fund" transferred to the Commissioners in 1884; evidence showing that 44,182*l.* 17*s.* 5*d.* was handed over in that year, and that the present capital is 125,607*l.* 10*s.* 6*d.*; *Young* 312–321. 330–334.

Details as to the scale of allowances provided by the Soldiers' Effects Fund, *Young* 322–329——Attention called to the largely increasing assets of the fund; the cases for relief are transferred from the War Office, and the balance of the fund is kept in hand to meet any extraordinary demand, *ib.* 842–858——Consideration of the charge for management of the fund, *ib.* 856–866.

Explanation of the non-extension of relief out of the Soldiers' Effects Fund to women and children coming under Clause "C," the Commissioners having been officially informed that the balance of the fund, after providing for all cases of death by war service, should be retained, *Young* 906–911.

Entire absence of any grants from the Soldiers' Effects Fund previously to its transfer to the Commissioners; due steps taken to ensure the effects getting into the hands of those entitled to them, *Cave-Browne-Cave* 1293–1298.

Denial that the small expenditure of the Soldiers' Effects Fund, as compared with the receipts, is due to the fund not being properly known; due observance by the Commissioners of the policy indicated by the Secretary of State in their administration of the fund, *Young* 1528–1531.

Explanations with reference to the Soldiers' Effects Fund, which has practically caused a disappearance of claims on the Imperial War Fund, *Tully* 2448–2450. 2457. 2478–2482. 2545–2556.

Royal Warrant of October 1893 respecting the management and distribution of the Soldiers' Effects Fund, *App.* 176.

Soldiers and Sailors' Families Association:

Distinct operations and objects of the Soldiers and Sailors' Families Association and of the Patriotic Fund Commission, there being room for both, *Gildea* 1895 *et seq.*; 2117–2122——Friendly relations between the Association and the Commission, *ib.* 1895. 2120–2122.

Details respecting the initiation of the Association by witness, the objects had in view being to supply temporary assistance to the families of men in the service and to widows and children, *Gildea* 1899–1909——System of local committees throughout the kingdom, by whom funds are raised and distributed; particulars hereon, *ib.* 1910 *et seq.*; 2078–2080.

Explanations on various financial points in connection with the working of the Association; the annual income and expenditure, and the steps taken for encouraging self-reliance on the part of those relieved, *Gildea* 1915 *et seq.*; 1974–1982, 2048 *et seq.*——Co-operation in the work of the Association, not only of high naval and military authorities, but of all the members of the Royal Family, *ib.* 1942–1947——Large branches established by the Association in India and at several foreign stations, *ib.* 1949.

Report, 1895—*continued*.

SOLDIERS AND SAILORS' FAMILIES ASSOCIATION—continued.

Details respecting the administration generally and the extent and character of the temporary assistance given to the families of soldiers and sailors, *Gildea* 1950–1951. 1974–1982. 2048 *et seq.*——Statement as to the Association not having a branch at Portsmouth; less assistance received generally from naval than from military authorities, partly through the wives and families of sailors being in a better position than those of soldiers, *ib.* 2048–2068.

Grounds for justifying some accumulation of income in the case of the Association; prospect of increased cost of administration if the next treasurer should require remuneration, *Gildea* 2123–2129.

Paper explanatory of the objects of the Association, which was founded in 1885; *App.* 200.

Surplus Income (Accumulation of Funds). See *Administration of Funds. Liability and Assets. Rodriguez Fund. Soldiers' Effects Fund. Zervudachi Fund.*

T.

Taylor, William. (Analysis of his Evidence.)—Witness, who is Assistant Comptroller in the National Debt Office, was appointed by the Treasury to audit the accounts of the Patriotic Commission from 1888 to 1892 inclusive, 675–686.

Statement that a system of continuous audit was followed by witness, 687–696——Belief that the accounts of the Patriotic Fund are efficiently kept, 697, 698. 704–707——Experience that the system adopted in connection with the payments to widows and orphans is thoroughly efficient, 699–703——Explanation of the cause which led to the variation in the signing of the last report made by witness, 708–710.

"*Thunderer*" *Fund.* Explanation that the "Thunderer" Fund was administered as part of the Royal Naval Relief Fund, *Young* 198–202.

"*Thurlow*" *Fund.* Examination as to the uses made of the "Thurlow" Fund by the Patriotic Fund Commissioners, *Young* 114–120——Very few cases for which the "Thurlow" Fund is considered to be applicable, it being applied only to girls whose health has unfitted them for domestic service; balance of 500*l.* in respect of this fund in 1884, the present being 591*l.*, *ib.* 912–916.

Tiltman, Mary. Examination upon a letter written by the Commissioners to Mrs. Mary Tiltman on 13th January 1894, in which she is informed that she will receive an allowance of 5*s.* per week in respect of her son, lost in the "Victoria," but that as she has already received a gratuity from the Admiralty, the allowance will not commence till 1st July 1895; *Young* 1148–1156. 1188, 1189.

Tripp, George H. (Analysis of his Evidence.)—Witness, who is clerk in charge of accounts in the Home Office, has, by Treasury appointment, audited the accounts of the Patriotic Fund for the last three years, 711–718. 724–726.

Testimony to the accuracy of the accounts, 719, 720——Evidence showing that a similar system is adopted for the payment of widows and orphans to that in use at the Admiralty and War Office, 721–723——Explanation of the duties of witness in reference to the investments, and their being in accordance with the trusts, 728–732——Information respecting a transfer of investment in the case of the "Captain" and "Eurydice" Funds, 734–740.

Trust Deeds. Conditions laid down in the trust deeds of the funds by the committee that raised each fund, the Commissioners being guided thereby as regards surpluses, &c., *Young* 1428–1431.

Copies of the various trust deeds relating to the different funds, *App.* 153 *et seq.*

Tully, Lieutenant Colonel Thomas. (Analysis of his Evidence.)—Is Secretary of the Royal Military Tournament; is also Honorary Secretary of the Imperial War Fund, 2428–2430.

Information in regard to the two funds subscribed for the first Egyptian War, and the Eastern Soudan War, and combined in "The Imperial War Fund;" explanation that the nucleus of the fund originated as the result of a military tournament, 2431–2441. 2451, 2452——Evidence showing the principles of the application of the fund; intention of the fund to afford immediate relief, 2442, 2443. 2472–2479. 2496, 2497. 2510–2514——Statement that the capital at present is 5,412*l.*, out of which 56*l.* only was paid in relief last year; practice to allow the capital to accumulate in view of another war, 2444–2448. 2481. 2557–2561.

Explanations

Report, 1895—*continued.*

Tully, Lieutenant Colonel Thomas. (Analysis of his Evidence)—*continued.*

Explanations with reference to the Soldiers' Effects Fund, which has practically caused a disappearance of claims on the Imperial War Fund, 2448–2450. 2457. 2478–2482. 2545–2556——Document handed in showing the amount distributed from the formation of the fund to 1893; 2453–2456——Question as to whether it would not be worth while to hand over the fund to the Patriotic Fund Commissioners; reasons for objecting to such transfer, 2458–2471. 2515–2518. 2522–2539. 2562–2564.

Attention called to the Soldiers' and Sailors' Families Association, and to the danger of overlapping; document prepared by witness ten years ago, respecting various funds, handed in, 2483–2495——Particulars as to the method adopted in arriving at a knowledge of cases requiring relief, 2498, 2499. 2515–2521——Details respecting the trust deed, 2500–2509. 2540–2544——Admission that amalgamation of funds would be beneficial, provided there was good administration, 2565–2570.

V.

Valuation of Funds. See *Liabilities and Assets.*

"*Victoria*" *Fund:*

Information as to the various sums subscribed and expended at the Mansion House, Portsmouth, Devonport, and Chatham, on account of the loss of the "Victoria," *Young* 377–395. 406–409——Explanation of the means taken to ascertain the families who were in need of assistance; uncontrollable causes prevented the Patriotic Fund Commissioners giving prompt relief, but the Admiralty authorities met the immediate necessities of the sufferers, *ib.* 396–405.

Enumeration of the scale of allowances agreed upon for the "Victoria" Fund; evidence showing that, owing to the largeness of the money allowances for children, one girl only has applied for admission to the Patriotic Asylum, *Young* 410–420——Detailed information to the effect that the variation in the allowances to widows of common sailors under the "Victoria" funds is due to the allowance being governed by the actual income of the man, which varied according to the extra pay earned, *ib.* 428–448.

Explanation with reference to a valuation made by witness of the assets and liabilities of the "Victoria" Relief Fund, *Finlaison* 532, 533. 549–553.

Explanatory statement as to the conditions and principles upon which the "Victoria" Relief Fund has been administered; recognition of the principle, as adopted by the Mansion House Committee, that the distribution should be graded according to rank and wages, *Young* 1117–1135. 1191–1196——Obligation upon the Commissioners under the Act of 1881 as to the mode of application of surpluses, so that they were debarred from handing over to the Admiralty any surplus from the fund, as proposed by Lord Spencer, *ib.* 1136–1138.

Positive denial that there was any undue delay on the part of the Commissioners in administering the "Victoria" Fund; explanations hereon in connection with the relief distributed by a committee at Portsmouth acting in conjunction with Miss Weston, *Young* 1140–1147——Explanation as to the allowances from the fund having been made at an earlier date than was at first intended, *ib.* 1155, 1156——Absence of any unnecessary delay on the part of the Commissioners in presenting their provisional scheme for the fund, *ib.* 1357–1359.

Information as to the "Victoria" fund having been distributed without any loss of time, *Lambert* 1765–1775——Opinion as regards the "Victoria" fund that every penny of it should be distributed among the relatives of those lost in the vessel, this being the intention of the donors, *Gildea* 2112–2119.

Trust deed, dated 30th March 1894, respecting the management and administration of the "Victoria" fund, *App.* 174. 175.

W.

War Office:

Witness (who is Assistant Accountant General in the Army) has had before him numerous applications to the War Office from soldiers' widows and others for relief, there being, however, no fund at the War Office available for the purpose, *Cave-Browne-Cave* 1267–1271. 1273——Very rare instances of reference of cases to the Patriotic Fund Commissioners; that is, where there is any probability of their being able to grant relief, *ib.* 1272–1284.

Report, 1895—*continued.*

WAR OFFICE—continued.

Selection of forty-three specimen cases which have recently been sent to the Commissioners, in order to ascertain whether they could have granted relief if the application had gone before them in the first instance; the result of this inquiry shall be laid before the Committee, *Cave-Browne-Cave* 1273-1275. 1307, 1308.

Total of about 900 applications to the War Office for relief since 1st January 1887, these coming mainly from the widows and children of soldiers; very few of these entitled to relief from the "Soldiers' Effects" Fund, *Cave-Browne-Cave*, 1273. 1304, 1305——Very limited extent to which relief can be afforded by the War Office to the widows or children of officers, *ib.* 1285-1289.

Concurrence in the view that it would be very desirable if there were systematic communication between the War Office and the Patriotic Fund Commissioners with a view to an increased number of cases being relieved by the latter, *Cave-Browne-Cave* 1290-1302——Relief already given by the Commissioners in many of the forty-three cases referred to them, *ib.* 1305, 1306.

Consideration of the question of communication between the War Office and the Patriotic Fund Commissioners when applications for relief are received by the former; entire concurrence in the view that continuous intercommunication is most desirable, *Young* 1346-1350.

Considerable time required for investigation of forty-three cases sent on by the War Office to the Commissioners, *Young* 1355, 1356——Inquiry completed in two cases, in one of which the applicant has since died, whilst in the other no claim was established, *ib.* 1356.

Wellington College. Nomination of eighteen orphans, sons of officers, to Wellington College, the Commissioners of the Patriotic Fund having paid 25,000*l.* to the College; careful selection made, *Young* 1557-1563.

Wesleyans. Statement on the subject of there being no Wesleyan children at the Royal Victoria Patriotic Asylum, *Young* 1235-1240.

Weston, Miss. Dissent from certain statements or inferences by Miss Weston respecting the action of the Commissioners in administering the "Victoria" Fund, *Young* 1157-1163.

Correspondence in August 1893, respecting the distribution of certain funds by Miss Weston in aid of the relatives and friends of those lost in the "Victoria" *App.* 178.

WIDOWS AND ORPHANS:

Consideration of the general scale of rates of pecuniary allowances made to necessitous widows by the Patriotic Fund Commissioners; practice to increase the allowance at the age of sixty-five, *Young* 61-63. 66-67——Evidence showing that the allowances to orphans cease at a certain age except in cases of permanent infirmity, *ib.* 64, 65. 78——Explanation of the nature of the allowances made generally by the Admiralty in the event of a disaster such as the "Atalanta," *ib.* 283-290.

Practice of the Commissioners to relieve only those who are in necessitous circumstances, *Young* 467-470——Statement that no complaint of insufficient generosity has ever reached the Commissioners, *ib.* 471, 472.

Explanation that the propriety of increasing allowances to widows is left in the hands of the Commissioners, but that witness, as actuary, is consulted as to the increased liability that would be incurred thereby, *Finlaison* 516, 517. 541-545——Evidence showing that many widows who at the age of sixty become entitled to extra allowances do not come forward to receive them, *ib.* 534-540. 546.

Examination in regard to the relief afforded to orphans other than those from the Russian War, who by the Act of 1867 were brought within the jurisdiction of the Fund; relief limited to the placing of orphans in the Royal Victoria Patriotic Asylum, *Young* 796-817——Obligation upon the Commissioners in their award of allowances to be guided by the provisions of the trust deed of each fund and to inquire into the circumstances of the recipients, *ib.* 1229-1234——Extent and character of the restriction as to relief being given, preferentially, to the widows of soldiers married with leave, *ib.* 1555, 1556.

List of applications received from widows during 1894-95 for relief from Patriotic Fund, but not eligible for relief as having been married after 1st January 1858, or giving no evidence of date of marriage, *App.* 188-191.

See *Administration of Funds.* *"Atalanta" Fund.* *Greenwich Hospital.* *Indian Mutiny Fund.* *Lloyd's Patriotic Fund.* *Patriotic Fund Commission.* *Queen Adelaide Fund.* *Re-married Widows.* *Royal Naval Fund.* *Royal Naval Relief Fund.* *Royal Victoria Patriotic Asylum, Schools, and Orphanages.* *Zulu War Fund.*

Report, 1895—*continued.*

Y.

Young, Colonel John Smith. (Analysis of his Evidence.)—Is Secretary to the Royal Commission of the Patriotic Fund; served for twenty-seven years in the Commissariat and Transport Staff, 1–5.

Reference to a statement drawn up by witness explanatory of the financial aspect of the fund, and of its method of administration, &c.; this statement handed in, 6, 7. 15–18——Evidence showing that the fund was instituted to succour, educate, and relieve those who had lost husbands or parents in the war with Russia in 1854 to 1856; 9–14. 16, 17——Reasons which led to the intervention of Parliament in the administration of the fund and the passing of the Patriotic Fund Act of 1866; 18, 19.

Information in regard to the limitations in the application of the fund laid down by the Act of 1867; this Act extended relief to the children only of men who had suffered in "the service of the Crown," 19–23——Paragraph from a Report issued by the Commissioners showing the pressure in favour of widely extending the operations of the fund brought to bear on the Commissioners in consequence of the Act of 1867; 25, 26. 31, 32——Practice of the Commissioners to limit relief to those who are unable to maintain or support themselves, 27–30.

Details respecting a correspondence between the War Office and the Commissioners in consequence of an allegation of insufficient assets brought against the Commissioners; admission that excessive liabilities were incurred in the establishment of a school for boys, 33, 34——Particulars of the recommendations agreed upon by the Admiralty and War Office, and subsequently embodied in the Patriotic Fund Act of 1881; 34-43——Statement that the Act of 1881 provided for the sale of the boys' school, the proceeds of which formed the foundation of the Roman Catholic Orphan Fund, 34. 80-85. 108–113.

Evidence respecting the recommendation that the funds of the Royal Patriotic Fund should be supplemented by certain kindred amounts at the disposal of the War Office and Admiralty, with the result that the "Soldiers' Effects" Fund was handed over in 1884; 34. 37, 38——Information as to the augmentation of the Patriotic Fund Commission by permanent officials of the War Office, Admiralty, and Treasury, 34. 44-49——Statement that the Patriotic Fund Act of 1886 authorised the Commissioners to ask for public contributions; illustration in the case of the "Victoria," 50, 51.

Details in regard to the amount of the capital fund from its origin to December 1894; 52–60——Consideration of the general scale of rates of pecuniary allowances made to necessitous widows; practice to increase the allowance at the age of sixty-five, 61–63. 66–77——Evidence showing that the allowances to orphans cease at a certain age, except in cases of permanent infirmity, 64, 65. 78——Particulars respecting the origin and working of the Royal Victoria Patriotic Asylum for Girls, 79, 80. 88. 92–107.

Explanation that the Reports of the Commissioners have of recent years been issued annually, 89–92——Examination as to the uses made of the "Thurlow" Fund, 114–120——Information in regard to the "Rodriguez" Fund; difficulties arising in the administration of this fund owing to the qualifications expressed in the will, 121–146. 151–154.

Desirability of a return similar to one issued in 1871 to show the number of rejected applications; it would, however, involve a great deal of labour, 147–150——Reference to the "Zervudachi" Fund; reasons which led to its being left to accumulate, 155–162——Explanation in regard to the administration of the "Captain" Fund, 163–180——Examination as to the "Eurydice" Fund; statement that the scheme of administration was similar to that of the "Captain," 181–190.

Explanation of the origin of the Royal Naval Relief Fund, 191–197. 210-216——Statement that the "Thunderer" Fund was administered as part of the Royal Naval Relief Fund, 198–202——Information in regard to the Royal Naval Fund, created in 1893 from the surplus of the Royal Naval Exhibition, 203–210.

[Second Examination.]—Examination as to the three funds prompted by the Zululand War and administered by the Commissioners; explanation of the reasons which have led to the capital sum subscribed being reduced only by about 2,000*l.*, although the sum expended amounts to 15,726*l.* 13*s.*, 217–223——Information respecting the number of widows and children on the Zulu War Fund, 224–232. 244, 245. 263–269——Particulars of the scale adopted for the payment of widows and children on the Zulu Fund; discontinuance of allowance to children on their admission to the asylum, 225–230. 240. 254–256.

Explanation of the practice under the Zulu Fund in the event of a widow re-marrying; statement that since 1893, in the event of those who re-married becoming again necessitous widows, they were re-admitted to the fund, 231–241. 246–250——Method adopted to ensure the protection of the fund from abuse, 251–253——Intention of the Commissioners to increase allowances to widows when attaining the age of 60; 257–261.

Report, 1895—*continued.*

Young, Colonel John Smith. (Analysis of his Evidence)—*continued.*

Details as to the grants allowed under the "Atalanta" Fund; statement that the allowances to children were exceptionally good, 270–282. 292–311. 461–466——Explanation of the nature of the allowances made by the Admiralty in the event of a disaster such as the "Atalanta," 283–290——Information in regard to the "Soldiers' Effects" Fund, transferred to the Commissioners in 1884; evidence showing that 44,182*l.* 17*s.* 5*d.* was handed over in that year, and that the present capital is 125,607*l.* 10*s.* 6*d.*, 312–321. 330–334.

Details as to the scale of allowances provided for by the "Soldiers' Effects" Fund, 322–329——Examination in regard to the Ashantee War Fund; owing to its smallness, children had to be relieved from the Patriotic Fund, 335–349——Evidence respecting the administration of the fund raised for survivors of the Light Cavalry Brigade Charge at Balaclava in 1854; 353–366.

Reference to a small sum handed over to the Commissioners by the county of Forfar in 1886 for the right of nominating an orphan girl to the Royal Victoria Patriotic Asylum; reasons which led to the surrender of this right in order that two widows might receive allowances of 5*s.* per week each, 367–376——Information as to the various sums subscribed and expended at the Mansion House, Portsmouth, Devonport, and Chatham on account of the loss of the "Victoria," 377–395. 406–409——Explanation of the means taken to ascertain the families who were in need of assistance; uncontrollable causes prevented the Patriotic Fund Commissioners giving prompt relief, but the Admiralty authorities met the immediate necessities of the sufferers, 396–405.

Enumeration of the scale of allowances agreed upon for the "Victoria" Fund; evidence showing that, owing to the largeness of the money allowances for children, one girl only has applied for admission to the Patriotic Asylum, 410–420——Examination as to the charge levied by the Patriotic Fund Commissioners for administration; practice to charge 4 per cent. on the income of any fund, except in the case of small funds such as the "Atalanta," on which no charge whatever is made, 421–427. 449–466.

Detailed information showing that the variation in the allowances to widows of common sailors under the "Victoria" Fund is due to the allowance being governed by the actual income of the man, which varied according to the extra pay earned, 428–448——Practice of the Commissioners to relieve only those who are in necessitous circumstances, 467–470—— Statement that no complaint of insufficient generosity has ever reached the Commissioners, 471, 472—— Recapitulation of the main features of the work of the Commission, 473.

[Third Examination.]—Statement as to it being the duty of an auditor to see that the administrative provisions of every trust are observed, 741–747——Further evidence respecting return showing the number of applications rejected since 1871; 748–757. 759—— Explanation of a discrepancy regarding the number of widows on the Zulu War Fund, 758.

Consideration of the desire of the Committee for a general valuation with the view of ascertaining the aggregate surplus from all funds; statement that the smaller funds have only been valued triennially owing to the cost incurred, 758. 761–764——Opinion that the Patriotic Fund could not be classed with certain other funds owing to its beneficiaries not being determined, 764–775—— Discussion as to whether the Commissioners in establishing the Royal Victoria Patriotic Asylum for Girls, and endowing a school for boys, were not exceeding their powers; contention that the Commissioners were not outside their trust, 776–796.

Examination in regard to the relief afforded to orphans other than those from the Russian War, who, by the Act of 1867, were brought within the jurisdiction of the fund; such relief has been limited to the placing of orphans in the Royal Victoria Patriotic Asylum, 796–817——Question raised as to the reason why no action was taken by the Commissioners until 1891 to deal with a surplus which had been steadily increasing since 1882; explanation of the opinion of the Commissioners on this subject, 818–841.

Attention called to the largely increasing assets of the "Soldiers' Effects" Fund; the cases for relief are transferred from the War Office, and the balance of the fund is kept in hand to meet any extraordinary demand, 842–858——Consideration of the charge for management of the "Soldiers' Effects" Fund, 859–866.

Further examination in regard to the difficulties experienced by the Commissioners in the administration of the "Rodriguez" Fund owing to the necessity for recipients to be "indigent and necessitous," 867–897——Evidence showing that the "Rodriguez" Fund was at one time advertised, 898–905.

[Fourth Examination.]—Further statement in explanation of the non-extension of relief out of the "Soldiers' Effects Fund" to women and children coming under Clause "C," the Commissioners having been officially informed that the balance of the fund, after providing for all cases of death by war service, should be retained, 906–911—— Very few cases for which the "Thurlow" Fund is considered to be applicable, it being applied

Young, Colonel John Smith. (Analysis of his Evidence)—*continued.*

applied only to girls whose health has unfitted them for domestic service; balance of 500*l.* in respect of this fund in 1884, the present amount being 591*l.*, 912–916.

Authority under the Patriotic Fund Act of 1867 for the action of the Commissioners in their liberal interpretation of the conditions of the Rodriguez Fund, 917, 918 —— Grounds for contending that there has been a sufficient advertisement, for the present, of the surpluses available on the several funds, 919–927——Further admission that not a penny of the Zervudachi Fund has been spent, though there are no conditions attached thereto, 928–930.

Explanations with further reference to the allowances out of the "Atalanta" Fund to officers' widows and to the widows of petty officers and of ordinary seamen, respectively, witness stating that the rules were laid down by the Committee who raised the fund, and not by the Commissioners, 931–946—— Reduction of capital in the case not only of the "Atalanta" Fund, but of the "Captain" Fund, 947–950 —— Expenditure in excess of the income of the "Atalanta" Fund; obstacle to increasing the allowances under this Fund out of the "Victoria" or the Royal Naval Relief Fund, 951–956.

Examination in detail with further reference to the action of the Commissioners in the matter of allowances out of the Zulu War Fund; grounds for justifying the non-increase of allowances between 1883 and 1892, though there was a considerable surplus income which has been gradually increasing since 1886; 958–1020.

Explanatory statement as to the grant of half-allowances to re-married women in the case of the "Eurydice" Fund; that is, following the precedent of the Patriotic Fund and the "Captain" Fund, 1021–1028——Active interest taken by the military officers on the Commission in the administration of the several funds, 1029–1032 ——Increase from 5*s.* to 6*s.* in the allowance from the "Eurydice" Fund in 1892; 1033–1038.

Change of investment ("Eurydice" Fund) by the sale of some colonial securities, there being, however, no real diminution in the capital value of the fund, 1039–1047. 1263—— Policy of the Commissioners in reducing generally the amounts invested in colonial securities in favour of home securities; reduction of income thereby, 1043–1046. 1083, 1084. 1263.

Explanation in the case of the Royal Naval Relief Fund that there were no available funds until 1878; 1048–1052——Reference to the Royal Commission of 1875 as having authorised the Patriotic Fund Commissioners to receive contributions towards the Royal Naval Relief Fund, it being left to the Commissioners to defer the grant of relief till there was a sufficient accumulation of funds, 1053–1057. 1069–1073. 1088, 1089—— Relief granted out of this fund to a so-called "officer," who is really a gunner or carpenter, 1058–1068.

Statement as to the Commissioners having specifically declined to be the medium for collecting subscriptions for any of the funds: application made, however, to the Admiralty in respect of the Royal Naval Reserve Fund, 1074–1081. 1085–1087——Constant consideration given by the Commissioners to the question of relief from the accumulated surpluses; temporary character of these owing to the fluctuation of the investments in colonial and other securities, 1082–1084.

Instance of considerable fluctuation in the capital value of the colonial securities, 1083——Considerable percentage borne by the cost of management to the expenditure in the case of the Royal Naval Reserve Fund, 1090–1093.

Contention as regards the Government inquiry of 1881 that the question of dissolving the Patriotic Fund Commission was abandoned because of the unpracticability of the proposal, 1094–1111——Admission as to there having been too much generosity in the management of the boys' school, 1112–1115——Exception taken to a statement as to it having been proposed to establish a sanitary establishment at Margate, 1116.

Explanatory statement as to the conditions and principles upon which the "Victoria" Relief Fund has been administered; recognition of the principle, as adopted by the Mansion House Committee, that the distribution should be graded according to rank and wages, 1117–1135. 1191–1196——Obligation upon the Commissioners under the Act of 1881 as to the mode of application of surpluses, so that they were debarred from handing over to the Admiralty any surplus from the "Victoria" Fund, as proposed by Lord Spencer, 1136–1138.

Positive denial that there was any undue delay on the part of the Commissioners in administering the "Victoria" Fund; explanations hereon in connection with the relief distributed by a committee at Portsmouth, acting in conjunction with Miss Weston, 1140–1147 ——Examination upon a letter written by the Commissioners to Mrs. Mary Tiltman, on 13th January 1894, in which she is informed that she will receive an allowance of 5*s.* per week in respect of her son, lost in the "Victoria," but that as she has already received a gratuity from the Admiralty the allowance will not commence till 1st July 1895; 1148–1156. 1188, 1189——Explanation as to the allowances from the fund having been made at an earlier date than was at first intended, 1155, 1156——

Young, Colonel John Smith. (Analysis of his Evidence)—*continued.*

Dissent from certain statements or inferences by Miss Weston respecting the action of the Commissioners in administering the fund, 1157-1163.

Circumstances under which Mr. Gladstone consented to continue as one of the Commissioners, 1166 ——Particulars obtainable from the Minute Book as to the Commissioners' attendances, 1167-1169 ——Explanations in connection with certain proposed Returns for the information of the Committee, 1170-1175.

Further Parliamentary powers necessary in order that the scope and usefulness of the several funds may be widened; wider powers required more especially as regards widows, 1178-1184——Extension of educational assistance by means of the Rodriguez Fund, the Commissioners having full power to apply this fund in the same way as the Patriotic Fund, 1185-1187.

Meeting of the Commissioners only once a year, except when there is a new fund to be administered, when they meet as often as the requirements of the case indicate, 1197-1200——Explanation that the Commissioners act through the Executive and Finance Committee, who meet regularly once a month and sometimes much oftener, nearly all the members being in attendance; Return to be furnished hereon, 1199. 1201-1218—— Constitution and functions of the committee of management of the Royal Patriotic Asylum, 1219.

Information respecting the finance sub-committee and its constitution; part taken by this committee in connection with the accounts and with finance and investments, transfer of stock, &c., 1220-1227——Explanation as to Mr. Lidderdale (ex-Governor of the Bank of England), being entrusted by the Commissioners with all large investments or re-investments, such as the transfer of colonial securities into home securities, 1222. 1249-1256. 1260, 1261.

Obligation upon the Commissioners in their award of allowances to be guided by the provisions of the trust deed of each fund, and to inquire into the circumstances of the recipients, 1229-1234——Statement on the subject of there being no Wesleyan children at the Royal Victoria Patriotic Asylum, 1235-1240.

Explanations respecting certain book transfers of stock from other funds to the "Captain" Relief Fund, this being done to save the expense of sale and re-investment, 1241-1247——Care taken to treat each fund as a separate estate, 1244, 1245——Investments made at the inception of each fund; belief that as regards colonial securities the Commissioners were advised by Lord Addington, 1248. 1257-1259——Explanations in justification of the appointment of Mr. Lidderdale as adviser in respect of investments, 1249-1256. 1260, 1261——Excellent security for some Manchester Ship Canal Debentures purchased on the advice of Mr. Lidderdale, 1255-1256.

Explanation that the valuation of all the funds and securities rests exclusively with Mr. Finlaison, as actuary, neither the Commissioners nor witness having anything to do with the matter, 1262-1266.

[Fifth Examination.]—Statement showing that the attendance of many of the Commissioners at the Board meetings and at Committee meetings has been very good, and that the Commissioners generally take a continuous and active interest in the administration of the Fund, 1309-1317——Excellent attendances given by the Prince of Wales, 1314——Total of twelve meetings in five years, 1314. 1427.

Reference to the "Captain," the "Eurydice," the "Atalanta," and certain other Funds as not liable to have any fresh claims or annuitants upon them, this not applying to the Patriotic Fund and others, 1318, 1319——Admission as to the receipts from the "Captain" and some other terminable funds in 1894 having been in excess of the expenditure, 1320-1325——Policy of the Commissioners in dealing with each fund to be guarded first by the conditions of the deed of trust; and, secondly, by the provisions laid down by the Legislature in connection with the Patriotic Fund, with regard to any surplus that may arise, 1325-1332.

Further explanations respecting the Rodriguez Fund and its administration, witness justifying the action of the Commissioners under which the capital is now about double the original bequest, the surplus having been made applicable since 1867 to the same purposes as the Patriotic Fund, 1333-1354. 1543——Grounds for defending the limited distribution out of the Rodriguez Fund as compared with the receipts; steps taken for ascertaining whether there were not more beneficiaries entitled to claim under the terms of the original bequest, 1335-1354. 1543——Conclusion that the Rodriguez Fund was well known to the War Office authorities, 1346.

Consideration of the question of communication between the War Office and the Patriotic Fund Commissioners when applications for relief are received by the former; entire concurrence in the view that continuous intercommunication is most desirable, 1346-1350——Considerable time required for the investigation of forty-three cases sent on by the War Office to the Commissioners; belief, however, that in thirteen of these cases

Report, 1895—*continued.*

Young, Colonel John Smith. (Analysis of his Evidence)—*continued.*

cases application had already been made to the Commissioners, 1355, 1356——Inquiry completed in two cases, in one of which the applicant has since died, whilst in the other no claim was established, 1356.

Absence of any unnecessary delay on the part of the Commissioners in presenting their provisional scheme for the "Victoria" Fund, 1357–1359——Explanations with further reference to the funds allocated under the Act of 1867 to the maintenance and education of children, money grants not being given to Roman Catholic children whilst waiting for admission to the orphanages, 1360–1372.

Reduction of the surplus assets in 1891 by about 65,000*l.* through the restoration of re-married women to full allowances, 1368. 1373——Larger number of children waiting for admission to the Roman Catholic orphanages than to the Royal Victoria Patriotic Asylum; particulars hereon, 1369–1382. 1508–1510. 1524.

Information respecting the case of a widow named Boots, whose husband died in the Crimea after more than two years' service there, she having been refused an allowance from the Patriotic Fund on the ground of immoral character, 1383–1397——Exclusion of widows from pensions in the event of immorality, irrespectively of age or grade; the information coming frequently from local sources, 1387–1390. 1419–1426——Condition in the case of some of the funds that a woman ceases to have a claim if she remains idle, 1398, 1399.

Particulars relative to the case of the widow of a man named Thomas Harter, who served in the Navy before Sebastopol, she having been refused an allowance from the Patriotic Fund, though her two sons were admitted to the school; conclusion that the death of Harter was not due to service in the Russian War, 1400–1409——Definition of the term "indigent and necessitous" in connection with the application of the Rodriguez Fund, this fund being, however, now lumped with the Patriotic Fund, 1410–1418. 1465–1467. 1543.

Conditions laid down in the trust deeds of the funds by the committee that raised each fund, the Commissioners being guided thereby as regards surpluses, &c., 1428–1431——Explanatory statement on the subject of the receipt of parochial relief not being a disqualification for relief from the Balaclava Fund, though the former must be given up if the latter be granted; reference hereon to the case of Henry Wickham in June 1892; 1432–1444.

Claim only of widows and children to relief from the Patriotic Fund, men wounded in the Russian War having no claim; inadequate fund for the latter purpose, 1445–1452. 1532——Reference to the Balaclava Fund as the only one for the benefit of soldiers, 1453. 1532——Further statement as to the Rodriguez Fund being for the benefit of "men wounded or dying in the wars," and as to the definition thereof by the Commissioners, 1454–1456——Absence of any conditions in connection with the Zervudachi Fund, only one or two widows of soldiers being as yet placed on the fund; denial that the fund is being hoarded, 1457–1459. 1544–1548.

Grounds for the conclusion that the time has not yet arrived for lumping together the surpluses on the several funds, and dealing with the income therefrom as a whole, 1460–1464——Contention that by means of local committees the machinery of the Commission is perfectly competent to deal with applications for immediate relief, 1468–1471——Decided objection to any reduction in the number of the Commissioners, 1472.

Policy of the Commissioners under each fund to adequately relieve the recipients, but without feeling bound to exhaust the fund; claim to have followed the intentions as expressed in the trust deeds, 1473–1476. 1494–1501——Examination in reply to exceptions taken on the ground that there has been inadequate allocation of relief and of expenditure to Roman Catholic children, as compared with Church of England and Protestant children; basis of the allocation, as fixed in 1881, that one-fifth of the total endowment fund should be applied to Roman Catholics, 1477–1488. 1502–1524.

Excess of expenditure in 1894 beyond income in respect of the Royal Victoria Patriotic Asylum, this having been caused by structural alterations and having come out of the endowment fund without any prejudice to the Roman Catholics, 1488. 1504, 1505——Instance of a Scotch Roman Catholic in the home at Girvan, there being no Scotch Presbyterians in any of the homes, 1489–1493.

Further statement as to the Commissioners not having advertised the several funds, the Patriotic Fund being, however, well known at Aldershot, 1525–1527——Denial that the small expenditure of the Soldiers' Effects Fund, as compared with the receipts, is due to the fund not being properly known; due observance by the Commissioners of the policy indicated by the Secretary of State in their administration of the fund, 1528–1531.

Explanation with further reference to the economy in administration by avoiding sale and re-purchase of stock through the system of book transfer as between one stock and another, 1534–1538——Continual communication between the Patriotic Commissioners

Report, 1895—*continued.*

Young, Colonel John Smith. (Analysis of his Evidence)—*continued.*

sioners and the War Office, 1539–1541——Entire inadequacy of the County of Forfar Fund in relation to the number of deserving widows of sailors in Scotland in want of relief, 1550–1554.

Extent and character of the restriction as to relief being given, preferentially, to the widows of soldiers married with leave, 1555, 1556——Nomination of eighteen orphans, sons of officers, to Wellington College, the Commissioners having paid 25,000*l.* to the college; careful selection made, 1557–1563——Entire absence of distinction in the treatment of Baptist as compared with children of other religious persuasions in respect of admission to the Patriotic Asylum, 1564–1567.

Examination as to the grounds upon which witness justifies his claim to a pension as Secretary to the Patriotic Fund Commission, whilst already pensioned as an Army officer, 1568–1578.

Explanation that recipients of relief generally are required to prove that they are unable to support themselves, and are encouraged in the direction of self-maintenance, 1579, 1580——Treatment of the various funds by the Commissioners so that they may be adequate to meet the demands fairly made upon them, 1581——Recognition by Parliament, by the Act of 1881, of the permaneat character of the work of the Commissioners, directions being laid down as regards the accumulation of surpluses, 1582.

Z.

Zervudachi Fund. Reference to the Zervudachi Fund and the reasons which led to its being left to accumulate, *Young* 155–162——Further admission that not a penny of the Zervudachi Fund has been spent, though there are no conditions attached thereto, *ib.* 928–930.

Absence of any conditions in connection with the Zervudachi Fund, only one or two widows of soldiers being as yet placed on the fund; denial, however, that the fund is being hoarded, *Young* 1457–1459. 1544–1548——The fund is being administered at present for the benefit of such few cases as may exist of widows of soldiers who died in the wars, in respect of which no public subscription was raised, *ib.* 1459.

Zulu War Fund. Examination as to the three funds prompted by the Zululand War, and administered by the Patriotic Fund Commissioners; explanation of the reasons which have led to the capital sum subscribed being reduced only by about 2,000*l.*, although the sum expended amounts to 15,726*l.* 13*s.*; *Young* 217–223.

Information respecting the number of widows and children on the fund, *Young* 224. 232. 244, 245. 263–269——Particulars of the scale adopted for the payment of widows and children on the Zulu Fund; discontinuance of allowance to children on admission to the asylum, *ib.* 225–230. 240. 254–256.

Evidence as to the practice in the event of a widow re-marrying; statement that since 1893, in the event of those who re-married becoming again necessitous widows, they were again re-admitted to the fund, *Young* 231–241. 246–250——Methods adopted to ensure the protection of the fund from abuse, *ib.* 241–253——Intention of the Commissioners to increase allowances to widows when attaining the age of sixty, *ib.* 257–261——Explanation of a certain discrepancy regarding the numbers of widows on the Zulu War Fund, *ib.* 758.

Examination in detail with further reference to the action of the Commissioners in the matter of allowances out of the Zulu War Fund; grounds for justifying the non-increase of allowances between 1883 and 1892, though there was a considerable surplus income, which has been gradually increasing since 1886; *Young* 958–1020.

Organisation of the Zulu War Fund by witness, it having been handed over after a short time to the Patriotic Fund Commission, *Gildea* 1875–1877. 1880.

REPORT

FROM THE

SELECT COMMITTEE

ON

RULE OF THE ROAD AT SEA;

TOGETHER WITH THE

PROCEEDINGS OF THE COMMITTEE,

MINUTES OF EVIDENCE,

APPENDIX AND INDEX.

Ordered, by The House of Commons, *to be Printed,*
3 *July* 1895.

LONDON:
PRINTED FOR HER MAJESTY'S STATIONERY OFFICE,
BY EYRE AND SPOTTISWOODE,
PRINTERS TO THE QUEEN'S MOST EXCELLENT MAJESTY.

And to be purchased, either directly or through any Bookseller, from
EYRE AND SPOTTISWOODE, East Harding Street, Fleet Street, E.C.,
and 32, Abingdon Street, Westminster, S.W.; or
JOHN MENZIES & Co., 12, Hanover Street, Edinburgh, and
90, West Nile Street, Glasgow; or
HODGES, FIGGIS, & Co., Limited, 104, Grafton Street, Dublin.

369.

Rule of the Road at Sea.

Ordered,—[*Monday*, 25*th March* 1895] :—That a Select Committee be appointed to consider the objections which have been raised to the adoption by Order in Council of Rule 15 of the revised International Regulations for preventing collisions at sea, dealing with sound signals in fog, as suggested by the Washington Conference, and considered by the Maritime Powers (including any objections which may be taken to that Rule having regard to the sound signals prescribed by Rule 28).

Committee nominated [*Wednesday*, 1*st May* 1895] of—

Mr. Attorney General.
Sir George Baden-Powell.
Mr. Blake.
The Marquess of Carmarthen.
Mr. Cayzer.
Sir Francis Evans.
Admiral Field.
Mr. Penrose FitzGerald.
Sir James Kitson.
Mr. Moorsom.
Mr. Joseph Richardson.
Mr. Roby.
Mr. Parker Smith.
Sir Richard Webster.
Mr. Stephen Williamson.

That the Committee have power to send for Persons, Papers, and Records.

That Five be the Quorum of the Committee.

Ordered,—[*Monday*, 13*th May* 1895] :—That Sir James Kitson be discharged from the Select Committee on Rule of the Road at Sea, and Mr. Egerton Allen be added to the Committee.

Ordered,—[*Wednesday*, 29*th May* 1895] :—That Mr. Roby be discharged from the Select Committee on Rule of the Road at Sea, and Mr. Robert Price be added to the Committee.

REPORT - - - - - - - - - - - - - - - p. iii
PROCEEDINGS OF THE COMMITTEE - - - - - - - p. iv
MINUTES OF EVIDENCE - - - - - - - - - - p. 1
APPENDIX - - - - - - - - - - - - - - - p. 125
INDEX - - - - - - - - - - - - - - - - p. 131

REPORT.

THE SELECT COMMITTEE appointed to consider the objections which have been raised to the adoption by Order in Council of Rule 15 of the revised International Regulations for preventing collisions at sea, dealing with sound signals in fog, as suggested by the Washington Conference, and considered by the Maritime Powers (including any objections which may be taken to that Rule having regard to the sound signals prescribed by Rule 28); ——HAVE agreed to the following REPORT:—

THE Committee, in respect of the short time which remains for the consideration of their Report during the present Session, resolve to report the Evidence to the House, and to express an opinion that a Committee should be appointed as soon as practicable in the next Session of Parliament for the purpose of considering the Evidence and reporting to the House.

3 *July* 1895.

PROCEEDINGS OF THE COMMITTEE.

Tuesday, 13*th May* 1895.

MEMBERS PRESENT:

Mr. Attorney General.	Mr. Cayzer.
Sir Michael Hicks Beach.	Mr. Penrose FitzGerald.
Mr. Havelock Wilson.	Mr. Moorsom.
Marquess of Carmarthen.	Mr. Roby.
Sir George Baden-Powell.	Mr. Parker Smith.
Mr. Blake.	

Mr. Attorney General was called to the Chair.

The Committee deliberated.

[Adjourned till Friday next, at Half-past Eleven o'clock.

Friday, 17*th May* 1895.

MEMBERS PRESENT:

Mr. Attorney General in the Chair.

Marquess of Carmarthen.	Sir Michael Hicks Beach.
Mr. Penrose FitzGerald.	Mr. Cayzer.
Mr. Joseph Richardson.	Mr. Parker Smith.
Mr. Moorsom.	Mr. Blake.
Sir Francis Evans.	Mr. Stephen Williamson.
Admiral Field.	Sir George Baden-Powell.

Sir *Charles Hall*, K.C.M.G., a Member of the House, was examined.

[Adjourned till Friday next, at Twelve o'clock.

Friday, 24*th May* 1895.

MEMBERS PRESENT:

Mr. Attorney General in the Chair.

Mr. Moorsom.	Mr. Stephen Williamson.
Mr. Pearson FitzGerald.	Mr. Egerton Allen.
Admiral Field.	Sir George Baden-Powell.
Mr. Joseph Richardson.	Mr. Cayzer.
Sir Michael Hicks Beach.	Mr. Parker Smith.

Sir *George Nares*, K.C.B., Vice Admiral Sir *Robert More-Molyneux*, K.C.B., and Rear Admiral *Wharton*, were examined.

[Adjourned till Tuesday next, at Twelve o'clock.

Tuesday, 28*th May* 1895.

MEMBERS PRESENT:

Mr. ATTORNEY GENERAL in the Chair.

Mr. Penrose FitzGerald.	Mr. Roby.
Marquis of Carmarthen.	Sir Richard Webster.
Mr. Moorsom.	Sir Michael Hicks Beach.
Mr. Blake.	Mr. Egerton Allen.
Admiral Field.	Mr. Havelock Wilson.
Sir George Baden-Powell.	

Mr. *Ingram Bathurst Walker*, Sir *Donald Currie*, K.C.B. (a Member of the House), Captain *Matthew Webster*, and Captain *Robert Duncan*, were examined.

[Adjourned till Tuesday, 11th June, at Twelve o'clock.

Tuesday, 11*th June* 1895.

MEMBERS PRESENT:

Mr. ATTORNEY GENERAL in the Chair.

Marquis of Carmarthen.	Admiral Field.
Mr. Blake.	Mr. Egerton Allen.
Mr. Penrose FitzGerald.	Sir Michael Hicks Beach.
Mr. Parker Smith.	

Vice Admiral *Philip Howard Colomb*, Mr. *J. Fenwick Fenwich*, Captain *Melville Tuke*, Captain *John Jobling*, Captain *Wentworth Wade*, and Mr. *Walter Holland*, were examined.

[Adjourned till Friday next, at Twelve o'clock.

Friday, 14*th June* 1895.

MEMBERS PRESENT:

Mr. ATTORNEY GENERAL in the Chair.

Mr. Moorsom.	Mr. Cayzer.
Mr. Joseph Richardson.	Mr. Williamson.
Admiral Field.	Mr. Penrose FitzGerald.
Mr. Blake.	Mr. Parker Smith.
Sir George Baden-Powell.	Mr. Egerton Allen.

Captain *John Cleary*, Mr. *William Smith*, Captain *Robert Watson*, Mr. *George Ovenden*, Mr. *Evan T. Morse*, and Mr. *George Burn*, were examined.

[Adjourned till Friday next, at Twelve o'clock.

Friday, 21*st June* 1895.

MEMBERS PRESENT:

Mr. ATTORNEY GENERAL in the Chair.

Mr. Moorsom.	Admiral Field.
Sir Michael Hicks Beach.	Mr. Robert Price.
Mr. Penrose FitzGerald.	Mr. Egerton Allen.
Marquess of Carmarthen.	Mr. Parker Smith.
Sir Francis Evans.	

Mr. *William Henry Colquitt* and Captain *Taylor* were examined.

The Committee deliberated.

[Adjourned till Friday next, at Twelve o'clock.

Friday, 28*th June* 1895.

MEMBERS PRESENT:

Sir RICHARD WEBSTER in the Chair.

Mr. Blake.	Mr. Egerton Allen.
Mr. Moorsom.	Marquess of Carmarthen.
Sir George Baden-Powell.	Admiral Field.

In the absence of the Chairman, Sir RICHARD WEBSTER took the Chair.

Captain *Comyns Karslake*, Captain *M'Lean Wait*, Captain *M'Kirdy*, Captain *James Smith*, Captain *Wilson R. Cato*, Captain *George Curdy*, and Captain *J. G. Groombridge*, were examined.

[Adjourned till Monday next, at Three o'clock.

Monday, 1*st July* 1895.

MEMBERS PRESENT:

Mr. ATTORNEY GENERAL in the Chair.

Sir Richard Webster.	Sir George Baden-Powell.

[There being no Quorum present the Committee adjourned until Wednesday next, at Twelve o'clock.

Wednesday, 3*rd July* 1895.

MEMBERS PRESENT:

Mr. ATTORNEY GENERAL in the Chair.

Sir George Baden-Powell.	Mr. Cayzer.
Marquess of Carmarthen.	Admiral Field.

DRAFT REPORT, proposed by the *Chairman*, read the first time, as follows:—

"The Committee, in respect of the short time which remains for the consideration of their Report during the present Session, resolve to report the Evidence to the House, and to express an opinion that a Committee should be appointed as soon as practicable in the next Session of Parliament for the purpose of considering the Evidence and reporting to the House."

DRAFT REPORT, proposed by the *Chairman*, read a second time, and *agreed to*.

Ordered, To Report, together with the Minutes of Evidence, and an Appendix.

EXPENSES OF WITNESSES.

NAME OF WITNESS.	PROFESSION OR CONDITION.	From whence Summoned.	Number of Days Absent from Home under Orders of Committee.	Allowance during Absence from Home.	Expenses of Journey to London and back.	TOTAL Expenses allowed to Witness.
				£. s. d.	£. s. d.	£. s. d.
Captain Wentworth Wade.	Waterford Steamship Company.	Bristol, *viâ* Liverpool, returned to Waterford, *viâ* Holyhead.	4	4 4 –	5 15 –	9 19 –
Captain John Cleary -	Clyde Shipping Company.	Southampton - -	2	2 2 –	– 19 6	3 1 6
Captain Robert Watson.	Wilson Line Steamers -	Hull - - - -	2	2 2 –	2 13 10	4 15 10
Mr. George T. Ovenden.	Pilot - - - -	Dover - - -	1	1 1 –	1 13 6	2 14 6
Mr. Evan T. Morse -	Pilot - - - -	Cardiff - - -	3	3 3 –	2 12 –	5 15 –
Mr. George Burn -	Pilot - - - -	Hull - - - -	2	2 2 –	2 13 10	4 15 10
Mr. William Colquitt	Pilot - - - -	Liverpool - - -	2	2 2 –	3 3 –	5 5 –
Captain Comyns Karslake, R.N.	Captain, R.N. - -	Portsmouth - -	1	1 1 –	1 9 –	2 10 –
Captain McLean Wait	Union Steamship Company.	Southampton - -	1	1 1 –	1 10 6	2 11 6
Captain James Price	Guion Line Steamers -	Liverpool - - -	2	2 2 –	3 2 –	5 4 –
Mr. Walter Holland -	Liverpool Steamship Owners' Association.	Liverpool - - -	2	2 2 –	3 2 –	5 4 –
		TOTAL - - - £.		23 2 –	28 14 2	51 16 2

LIST OF WITNESSES.

Friday, 17*th May* 1895.

	PAGE
Sir Charles Hall, K.C.M.G., Q.C., M.P.	1

Friday, 24*th May* 1895.

Vice Admiral Sir George Strong Nares, K.C.B.	18
Vice Admiral Sir Robert Molyneux	28
Rear Admiral William J. L. Wharton	31

Tuesday, 28*th May* 1895.

Mr. Ingram Bathurst Walker	34
Sir Donald Currie, M.P.	36
Captain Matthew Pedden Webster	42
Captain Robert Duncan	50

Tuesday, 11*th June* 1895.

Vice Admiral Philip Howard Colomb, R.N.	52
Mr. John Fenwick Fenwick	55
Captain Melville Tuke	62
Captain John Robert Jobling	67
Captain Wentworth Shields Wade	69
Mr. Walter Holland	72

Friday, 14*th June* 1895.

	PAGE
Captain John Cleary	78
Mr. William Smith	82
Captain Robert Watson	89
Mr. George Thomas Ovenden	91
Mr. Evan T. Morse	94
Mr. George C. Burn	98

Friday, 21*st June* 1895.

Mr. W. Colquitt	102
Captain Taylor	107

Friday, 28*th June* 1895.

Captain Karslake, R.N.	111
Captain Wait	114
Captain W. R. Cato	115
Captain McKirdy	117
Captain James Smith	119
Captain George C. Cundy, Lieutenant, R.N.R.	122
Captain J. G. Groombridge	123

MINUTES OF EVIDENCE.

Friday, 17*th May* 1895.

MEMBERS PRESENT :

Mr. Egerton Allen.
Mr. Attorney General.
Sir George Baden-Powell.
Sir Michael Hicks-Beach.
Mr. Blake.
Marquess of Carmarthen.
Mr. Cayzer.
Sir Francis Evans.
Admiral Field.
Mr. Penrose FitzGerald.
Mr. Moorson.
Mr. Joseph Richardson.
Mr. Parker Smith.
Mr. Stephen Williamson.

Mr. ATTORNEY GENERAL, IN THE CHAIR.

Sir CHARLES HALL, K.C.M.G., Q.C., M.P., Examined.

Chairman.

1. YOU are the Recorder of London ?—Yes.

2. And, as we all know also, you had great experience as one of the leading Counsel in the Admiralty Court for a long time ?—That is so.

3. You have had other experience in regard to nautical matters, and you have had a great deal to do with the fog signals which are now under consideration ?—Yes.

4. I believe the proposed fog signals now under consideration were first definitely put forward by the Washington Conference in 1889 ?—Yes.

5. Were you First British delegate at that conference ?—Yes.

6 And chairman of the British committee, which had afterwards to consider its recommendations ?—Yes.

7. Will you explain to us the steps which led to the adoption of the proposed fog signals by the conference ?—Yes. Before the Conference of Washington met, the fog signals which then existed (the three fog signals in Article 12 of the present Regulations), were introduced practically in their present shape in the schedule to the Merchant Shipping Act, 1862. Perhaps I should state that prior to 1889 (the year in which the Conference of Washington took place), when any alteration was required in the rule of the road at sea it was the practice of this country to submit proposals to the various foreign Governments ; and international agreement on the subject of the proposed alterations was effected by means of diplomatic correspondence. Then, in 1888, the United States proposed that an international conference should be

Chairman—continued.

convened to revise the international regulations for preventing collisions at sea, and to secure international agreement on certain other matters also affecting navigation. The correspondence on this subject has been printed in Parliamentary Paper C. 6132. That correspondence shows that one of the chief objects of the United States in summoning the conference was the amendment of the existing fog signals ; so, too, the Act of Congress authorising the conference (which you will find set out there at page 4) states that one of these objects was "to adopt a uniform system of marine signals or other means of plainly indicating the direction in which vessels are moving in fog, mist, falling snow, and thick weather, and at night."

8. That is on page 4 of C. 6132 ?—Yes, that is on page 4 of C. 6132 ; and the despatch in which the invitation to the conference was conveyed to this country stated that the existing regulations "are believed to be" (I am quoting from it now) "inadequate to the present needs of commerce in respect especially to the sound signals for use in fog, mist, or falling snow. The increasing number and speed of steam vessels have greatly added to the dangers of collision in thick weather, and the opinion has recently been expressed by the best authorities that the present system of signals for steam vessels is insufficient."

9. There was, I believe, some preparatory work for the conference done in this country ?—Yes, there was ; a very considerable amount.

10. Will you tell us something about that ?—

Chairman—continued.

In March 1889, six months before the conference met, a circular was sent out from the Board of Trade to shipowners and shipmasters and others in the following terms: "(P.P. C. 6132, page 143, of the book you have before you): "Is it practicable, and, if so, is it advisable, to introduce 'some system of course or route indicating sound-signals to be made by steam-ships under way in fog, mist, or falling snow, when neither can see the other?'" The great majority of the replies were opposed to the introduction of any such system. They will be found also in [C. 6132.]

11. Are the replies found in that volume?—Yes, they are all set out in that book. I propose to give, presently, practically what the consensus of opinion was; and it was mainly, I have no doubt, in consequence of the strong representations which were made in answer to those inquiries that we succeeded at the onset at Washington in carrying a resolution declining to adopt any course indicating signals at all.

12. I think the general summary of replies appears on page 155 of the volume you have referred to?—Yes, that is so.

13. Now, in addition to sending out those questions, a Committee was appointed to consider the existing regulations for preventing collisions at sea with the object of deciding what principles should guide the British delegates at Washington?—I had the honour of being chairman of that Committee My colleagues were Sir Henry Calcraft, the then Secretary to the Board of Trade; Vice Admiral Bowden Smith, who was afterwards appointed Commander in Chief on the Australian Station; Vice Admiral Sir R. H. More Molyneux, who was the Commodore commanding the naval forces in the Red Sea in 1884, and has since served as Superintendent of Sheerness Dockyard and Admiral Superintendent of Devonport Dockyard; Captain Wharton, the Hydrographer to the Admiralty; Mr. Thomas Gray, the then Assistant Secretary of the Marine Department of the Board of Trade, a gentleman who, I believe, had had really more to do with this particular subject of the rule of the road than any man of his time; Sir Digby Murray, Professional Officer of the Board of Trade and formerly Senior Commander of the "White Star" fleet; Vice Admiral Sir George Nares, also a Professional Officer of the Board of Trade, and who is too well known for it to be necessary for me to describe his qualifications; Mr. William Watson, a shipowner, of the City of Dublin Steam Packet Company; and Captain Wyatt, a captain of great experience in the service of the Peninsular and Oriental Company.

14. These were all gentlemen who had had special experience or great experience in this particular subject?—Yes, great.

15. Did they report?—We reported on the 30th September 1889, and the modification of the existing Regulations which we suggested are shown in the second column on pages 7 to 17, Parliamentary Paper, C. 6869. We issued our report. It is very short, and perhaps I may be permitted to read it, because I wish to show the Committee that we objected entirely to alterations in principle; we thought it best to adhere to the principle of the existing rules, so far as we possibly could. "We have to state that in compliance with the request of Sir M. Hicks-Beach,"——

Chairman—continued.

Mr. *Penrose FitzGerald.*

16. Was that written at Washington?—No, this is our report before proceeding to Washington, before the delegates went. We sat a great number of times. We went through every rule most carefully more than once to consider what alterations, if any, should be made. I am not dealing now merely with sound signals, but the whole of the rules. We went through them all very carefully, and we said: "We have carefully considered the present International Regulations for preventing collisions at sea, with the object of deciding what principles should guide the delegates who will represent Her Majesty's Government at the Washington Maritime Conference." Then we request that the letter may be forwarded to the Secretary of the Admiralty.

Chairman.

17. Is that report published and printed?—Yes. You will find it, sir, on page 58 of Blue Book, [C. 6132], the one that has already been handed in. Now, it will be seen on referring to that Paper, that we recommended one new fog signal, one of two long blasts to be sounded by a steamship not at anchor but stopped and having no way upon her; and we defined the long blast for a steamship under way, putting the blast as one of about four seconds. That was a signal that we, or rather, that the Board of Trade, had been pressed to give. The necessity of such a signal had been frequently pointed out by sailors, and it was upon those representations, and upon the knowledge and experience of those of my colleagues, who, I think, all save myself, had great nautical experience, that we decided to propose that; and we did propose it. But, although that was the only one we proposed, we did not shut the door to any others, as will be seen by the report. It will be seen that we kept our minds open, or rather the delegates who go to Washington do, to consider each proposal as it is made; but I think I may say this now, that one and all of the fog signals that have been approved of by the conference, and by the committees that have sat since, each one of those signals has been proposed and asked for by sailors of great experience; not one has been proposed by what are called "officials"; they have been proposed by sailors. They have been considered (as I shall be able to point out presently) by committees consisting of sailors of the greatest experience, and each signal, and each proposed signal, has been threshed out at very great length and with very great care, at Washington, and subsequently. I, of course, do not propose to-day (subject to what you wish) to call your attention to the discussions that arose upon each signal; but if I am permitted to do so, I shall be able to give the Members of the Committee some of the references where the more salient points are discussed on each of those signals that have been carried, from which Members of the Committee will be able to see that none of them have been adopted lightly, but only after the most careful consideration.

18. When

Chairman—continued.

18. When we come to the signals I will ask you to name the gentlemen who proposed the signals in order to impart that information to the Committee?—Very well.

19. The conference, I believe, met at Washington in October 1889?—Yes.

20. Can you tell us who were the British delegates?—There were seven British delegates; six were members of the committee which sat before the Washington Conference, the committee to which I have just referred: Admiral Bowden-Smith, Admiral Molyneux, Mr. Thomas Gray, Sir George Nares, Captain Wyatt, and myself, and a seventh delegate was added, Captain Kendall, a gentleman well known probably to many of the Committee, an experienced captain of the City of Dublin Steam Packet Company; and I may say that his advice was of the greatest use to us as representing narrow water and cross-channel traffic.

21. Besides that, there were 42 other delegates, were there not?—Yes; there were 42 delegates. The United States in its wisdom thought fit to invite all (what was called) "The Maritime Powers." The consequence was that invitations were sent to every power that apparently owned a mile of sea-board. The result was that undoubtedly the conference was very unwieldy owing to its size. It required, therefore, all the more care in going through matters practically to get a unanimous assent to the propositions that were adopted.

22. The Great Powers were all represented, were they not?—The Great Powers were all represented; and I should like to be allowed to call the attention of the Committee to the names of the delegates which appear at pages 5 and 6 of the first volume of the Washington Protocols; that is C. 6133. I think copies of that are laid before Members of the Committee. Now, on reference to that, it will be seen that the greater Powers sent a considerable number of delegates, and on a mere cursory inspection of their names it will be seen that they include a number of sailors, certainly of very high position in their respective navies; but, in addition to that, there were a considerable number of gentlemen who had had great experience in the mercantile marine, and upon matters such as these, of course, their opinion was most valuable. If they are not well known in this country, when attention is directed to the fact, it is clear that even the description of the position they held in their respective countries is some guarantee that they were gentlemen qualified and competent to discuss these matters. And I think I may safely say this, after having been at Washington three months engaged in discussing this question: that the foreign delegates who attended and took part in the discussions showed very great ability and very great knowledge of the matters that were being discussed before them.

23. Practical knowledge?—Practical knowledge; and especially on questions such as the question which is before this Committee, the question of sound signals. The questions discussed were sailors' questions, and the discussion that took place was, almost entirely, on the part of sailors.

Chairman—continued.

24. Have you told us, or do you tell us, that committees had to be appointed by reason of the size of the conference?—Yes; it was really so unwieldy that we found it especially desirable to appoint committees to deal with the questions of sound signals and other matters; for example, lights. One of the difficulties that we had to face in going out there, as we knew from experience here in England (because, as a matter of fact, every proposal, almost every invention, connected with nautical matters, is submitted to this country) was, that we should have to face numberless proposals; proposals in regard to lights, proposals in regard to sound signals, and so on; we therefore thought it necessary to appoint committees to deal with what was called "the literature" on the subjects, that is, to read the various proposals, patents, and specifications, and then to deal with them substantially afterwards.

25. What was the committee on sound signals?—The committee on sound signals consisted of the following gentlemen: Admiral de Spaun, representing Austria; Mr. Schneider, representing Denmark; Vice Admiral Sir G. Nares, representing Great Britain; Captain Settembrini, representing Italy; Captain Van Steyn, representing the Netherlands; Captain Salvesen, representing Norway (a gentleman who had had very great experience afloat); and Captain Shackford (who was a retired master mariner), representing the United States. Six of those seven it will be seen were sailors; I believe, but I cannot say accurately from my recollection, that Mr. Schneider had also had great experience at sea; I am not certain as to that.

26. Did they report in the first instance?—They reported, and they concurred in the opinion which had been expressed in this country against course-indicating sound signals for fog, and they advised the retention of the existing helm signals for vessels in sight of one another. (You will find this on pages 136 and 137 of [C. 6132].) This is a lengthened and very careful report, as will be seen by reference to it, of the committee on sound signals; and in dealing especially with the questions now before this Committee, they recommended that, "as a vessel at anchor in a fog, etc., in a fair way at sea, is in a more dangerous position than if under way and sounding the authorised fog horn, such a vessel should be compelled to use a more efficient sound signal than the bell at present authorised." They also reported as to tugs, that, "As in a fog, etc., a tug towing another vessel forms an exceptional danger, we would suggest that the tug, and the one or more vessels towed, should be compelled to sound a special fog signal." Then, as to a vessel not under command, they say, "We would suggest that a vessel 'not under command' should be compelled to sound a special fog signal. Further, although disapproving of the course-indicating sound signals, they recommended the conference "to consider the desirability of introducing a few urgent and important sound signals, particularly one to denote that, when two neighbouring ships are stopped in a thick fog, one vessel making the signal will remain stopped, while the other is carefully feeling

Chairman—continued.

her way past her." It will be found that those are the four fog signals which have been added by the conference at Washington, and which we have practically approved of, with some slight modifications. There is another one, which has been added, as to a vessel not under command, and another as to a telegraph ship laying cable. Those are the only additions that have been made.

27. Do you mean those are the only additions which have been made to the recommendations of this committee at Washington?—Yes; and these recommendations of the committee, plus the telegraph ship and the vessel not under command, are the only new fog signals which are proposed.

Admiral *Field.*

28. There are four, you say; will you give us the letters as they stand here?—I can do it in one moment. Members will find a most useful volume in referring to most of these matters in the index to the Protocols, because it gives the regulations now in force and the regulations proposed at Washington side by side; I believe it has been supplied to all the Members of the Committee; [C. 6664], a Blue volume.

Chairman.

29. What page is that?—It is Appendix "A," page 47; it will be found invaluable in referring to the Protocols, because the index has been so carefully prepared that you can find every discussion raised upon every point, raised on any single one of the Articles. At the beginning of the index you will find, first of all, an alphabetical index. Then you will find under the heading "Articles" each article set out with the pages of every discussion that there was upon that article. For instance, turning to "fog signals," if you turn to Article 15, which you will find at page 17, you find from that a history of the whole of Article 15, every discussion that took place upon it; and it will be seen from that that the index to that article alone occupies three pages or more, showing the amount of discussion that took place. I will now answer Admiral Field's question. At page 53 of that index you will find the additions set out in italics. "D" is not an additional signal, it is merely a provision as to the time that the bell shall be rung for a vessel at anchor; but the new signals are "E," "F," "G," "H," "I" (those five), and "B"; "B" being the one that the committee that met before Washington proposed in this country. The ones proposed at Washington by the committee and subsequently adopted by the conference were "E," "F," and "G."). Then "H" and "I" were subsequently added by the conference, with the approval of the committee which again sat to discuss them. I may say that no fog signal was put to the conference until the committee had reported upon the desirability of having such a signal, and the course we took in order that there should be the greatest care in dealing with the matter was this: After the committee approved of having a signal, it being necessary to have a signal for such a state of affairs, that was then put to the conference for approval; if the conference approved of the desirability of having a signal for such a state of affairs, it was then

Chairman—continued.

reported back to the committee to find a signal which they thought was the best signal to be adopted. They having done, that signal again went before the conference, and if the conference approved of it as being the best signal that could be given, it then adopted it and passed it.

30. Will you let me ask you, in order to make this clear, as it seems to one: looking at page 53 of the Blue Book, is it not the case that "E," "F," "G," and "I" were all recommended by the committee?—Yes, that was so.

31. So that the only addition that was made by the conference at large was "H," which relates to a vessel employed in laying telegraph cable?—Yes; and I think you will find on reference to the Protocols that "H" was adopted unanimously as being an absolutely necessary signal; because a vessel laying cable goes at a very considerable speed; she is some considerable distance away, and therefore it is most desirable that sailors should know what she is doing.

32. Can you tell us now, as we are at this stage of the initial proposals of the committee which were brought before the conference, whether the committee were practically or absolutely unanimous in regard to these four recommendations?—I should like Sir George Nares, if he does come as a witness before this committee, I do not know whether he will, to answer that. He can do it better than I can, because he was a member of the committee and chairman of that committee. I do not think I am in a position to answer that; but on reference to the debates that took place in the conference upon their proposals, it will be seen if there was any divergence of opinion upon the committees; but I think it will be found that in the case of only one of these signals was there not a unanimous acceptance by the members of the committee and of the conference. There were a great many proposals which we dropped out and which were disagreed with, a great many; but the ones we have adopted were carried unanimously, with the exception of one, and I will point out which that was.

33. Very well; at this stage it stands thus:—that the committee recommended four fresh sound signals to the conference?—Yes.

34. Then when it came before the conference what happened?—When it came before the conference the conference resolved to reject all the course-indicating signals.

35. One honourable Member wishes me to ask this, if it does not interfere with your evidence. At page 52 of the same Blue Book there is "B"?—Yes.

36. I do not know whether that was before the conference?—"B" was before the conference, but whether it was before that committee I do not know. I will endeavour to ascertain. I do not find that in the synopsis I have of it; I should not like to speak offhand; but I may say that that signal was the first additional fog signal proposed, and that was adopted unanimously by the conference. It was represented by all the sailors there that if a vessel was under way, but stopped and had got no way upon her, it was most desirable that she should give notice to other vessels in the vicinity that that was the case.

37. We

Chairman—continued.

37. We will ask you about that when we get to the conference; at present it does not seem quite clear whether "*b*" was before the Committee or not?—No, I do not think it is.

38. Now to go to the conference, if you please; the conference received the Report from this Committee?—Yes; that Report will be found on reference to the Protocols. That was debated several days most exhaustively, and the conference resolved on the 8th November (page 175 of C. 6113) that the "former Committee on Sound Signals should consider and report the specific cases in which new fog signals should be adopted, and report the specific signals in such cases." Then the Report made in consequence of that resolution of the Committee was adopted on the 21st November 1889.

39. Where does that appear?—C. 6132, page 190. It begins at page 188 and extends to page 190. That Committee recommended (this answers the question of the Committee as to "*b*") special signals for the following cases: a steam-vessel not at anchor, but with engines stopped (that is on page 190 of C. 6132); a steam vessel with engines going full speed astern; a vessel at anchor in a fair way; tugs and vessels towed; and a vessel wishing to indicate "My engines are stopped; you may feel your way past me."

40. That is five recommendations?—Yes. It will be seen that the second of those propositions was not approved of by the conference, but was struck out; the one as to the vessel going astern.

41. And the other four?—The other four were adopted.

42. And do they correspond?—They correspond with "*b*," with "*e*," with "*f*," and with "*g*."

43. That is to say, that of the six additions which were recommended in the final Act, four of them come from the recommendations of the second Committee, or of the Committee sitting for a second time?—Yes.

44. That is to say, "*b*," "*e*," "*f*," and "*g*"?—Yes. The questions of "*h*" and "*i*" had not come before the conference up to that time, practically.

45. You cannot tell us, I suppose, as regards the deliberations in the second Committee whether these recommendations on the second Report were unanimous; we must ask that of Sir George Nares, perhaps?—I cannot answer as to that.

46. Then will you proceed, if you please, as to what was done on that Report?—Then, when the question of sound signals came on for discussion at the conference, the conclusion of the Committee against the use of course-indicating signals in fog was unanimously agreed to, and course-indicating signals were all rejected; we threw them all out, we declined to have any at all; we would have no course-indicating signals at all. Even a proposal made by Captain Shackford (who was, as I have said, one of the United States delegates, and who was a master mariner of great experience) as to going east or west was rejected. He proposed to allow steamers in the North Atlantic service to give a distinctive signal to indicate whether they were going east or west; and the conference struck even that out. They were so convinced of the danger of allowing signals to be given indicating a course, for fear the vessel which heard the signal might act on the supposition that she was justified in proceeding, as she would think she knew what the other vessel was doing, that the conference struck even such a simple course-indicating signal as that out, and would allow no course-indicating signals at all. I may, perhaps, tell the Committee that amongst the proposals which we had to consider, and which we had had submitted to the Committee in this country before we went out there, was one for every vessel to be supplied with a high whistle and a low whistle; and there was to be a code with a distinctive signal for every point of the compass. That is the kind of proposal that was put before the conference.

Admiral *Field.*

47. By landsmen, I suppose?—I do not like to say; it was proposed by some ingenious patentee, I think.

Chairman.

48. Dealing with the fog signals that were recommended by the Committee in their Second Report, what course did the conference take about that?—The conference adopted them with one or two alterations; they adopted them in principle. No modification in principle was made in the three existing fog signals (that is the first thing the conference started with; that the existing signals for merchant shipping were not to be interfered with at all, so far as possible), the prolonged blast on the whistle for a steamer under way, the blast or blasts on the fog-horn for a sailing ship under way, and the bell for any vessel at anchor; the conference did not interfere with the principle of these.

49. That is, the three old signals?—Yes; but what we did, and what our object at the conference was (and not only so with this rule, but with all the rules), was to try if we could, where we found signals were not sufficiently definite or precise, to improve the regulations by making them more precise and more definite; and, therefore, even with regard to these three rules, we specified, so far as we could, the length of the long blast on the whistle, and of the signal made by the bell. It was found in experience that sailors sometimes gave the bell a shake, and thought that sufficient; and the same way with regard to a blast. What the conference thought was, that if the vessel was under way she ought to give a good long blast. There were various practical reasons for that, and also with regard to the bell; the bell must not be merely swung once, but rung for four or five seconds. Then the new signals adopted were six in number, namely, two prolonged blasts on the whistle for a steamer stopped and having no way upon her (that is "*b*"); then "*e*," two prolonged blasts on the whistle or fog-horn, followed by ringing the bell for a vessel at anchor at sea when not in ordinary anchorage ground, and when in such a position as to be an obstruction to vessels under way; "*f*," three blasts in succession, viz., long

Chairman—continued.

long, short, short for a vessel towing or being towed; ("*g*") three blasts in succession, viz., short, long, short, for a vessel wishing to indicate to another, "The way is off my vessel, you may feel your way past me" (that is an optional signal, it will be observed); and the three prolonged blasts ("*h*") for the telegraph cable ship; and the four short blasts ("*i*") for a vessel not under command.

50. So that it came to this, did not it, to get it summarily, that they adopted in substance the four new signals proposed by the Committee on their second report?—Yes.

51. And added two fresh signals?—Yes, but I should add this, that they only added those two fresh signals after the Committee's opinion had been taken upon them, and they had reported in favour of them, and that Committee had selected the kind of signal that it was necessary to give. That was done after great deliberation. Now a reference to the Protocols will show that each of these new signals was proposed by sailors. There was only one signal (the one for ships at anchor in a fairway at sea) which was not adopted by the conference practically unanimously. With reference to the one as to the ships at anchor in a fairway at sea, there were some slight disputes; but the others were adopted practically unanimously; and it may be convenient if I state (to save honourable Members the time and trouble of wading through the whole of the Protocols) that the more important pages of the discussion on these various signals are in the first volume, pages 46-47, where the matter is first of all discussed.

52. Which volume is that, 6,132?—No, 6,133, the large volume, at the bottom of page 46, where, on behalf of this country, I handed in a paper with regard to course-indicating signals. We then have the discussion upon that. Then with regard to these various new signals (Volume I., page 165), you will there find the discussion as to the proposal ("*b*"), in which I point out that there is "practical unanimity as to the desirability of having some such signal as" that, and that is accepted, as will be seen, by the speakers, and that was carried unanimously. Then as regards ("*e*"), that will be found commencing at page 21 of the second volume of the Protocols, C. 6,255. Then in Article ("*f*") (Volume I. of the Protocols), page 166 and following pages, specially pages 173, 174, and following pages, will be found to deal with that. Then with regard to ("*g*"), the second volume of Protocols (62, 55,) pages 62 to 70; ("*h*") the same volume, pages 74 to 77; and ("*i*") the same volume, page 81. I perhaps ought to add that although I have given those as the pages which contain most of the salient discussions, a reference to the index will show that there were very many other pages of discussion which I have not referred to.

53. You tell us that at the conference the only one fog-signal which was not adopted with practical unanimity was that for ships at anchor in a fairway at sea?—Yes.

54. Am I right in thinking that that is the only one which was recommended by the British Committee before you went to Washington at all; or is it a different one?—That is a different one. The one that the British Committee proposed was the one for a vessel stopped, with no way upon her.

55. Not at anchor at all?—No; the vessel at anchor in a fairway was considered to be specially dangerous, because an approaching vessel would be keeping on, even in a fog, with some speed, not expecting to find her course blocked.

56. It was my mistake in reading too hastily that led me to put the question. Now will you tell us the result?—If you will forgive me for interrupting you, I may say that I am informed that Sir George Nares has prepared a tabulated statement showing the precise order in which the proposals were made at the Conference, dealing with each one of the proposed new signals, so that the Committee will have that in a tabulated form. They will be able to see the course of progress which attended all these discussions, and references to each page in the Protocols as well.

57. Then so far as sound signals are concerned there was the Final Act of the Washington Conference at the end of 1889?—Yes, I should say this, that we had, as it were, a sort of "third reading" of the whole of the rules. They were referred to what was called the "Collocation Committee" to draw them up shipshape, and to make the wording harmonise with all the other rules; so that there was again a discussion upon each of those rules before they were finally adopted by the conference.

58. Then they were embodied in the Final Act?—In the Final Act, yes. That is published as a Parliamentary Paper, C. 6050. That was published as long ago as 1890 (in August). Then the correspondence, including the Reports of the various Committees (C. 6132, which you have before you), was published in October 1890; the first volume of the text of the proceedings (what I have called the first volume of the Protocols), in August 1890; and the second in March 1891.

59. So that the actual recommendations were made known in this country in August 1890, and all the papers relating to the conference were published by March 1891?—That is so.

60. Now I understand that the invitation from the American Government was accepted by Her Majesty's Government only on the terms that the conclusions were to be *ad referendum*?—Yes.

61. And when the recommendations were received from the Washington Conference was a Committee appointed in July 1890 to consider them in this country?—Yes.

62. And you were yourself, again, Chairman?—Yes, I was.

63. Who were your coadjutors?—Rear Admiral Bowden Smith, Rear Admiral Sir R. H. More Molyneux, and Captain Wharton, again represented the Admiralty, as they had done on the pre-Washington Committee; Sir Henry Calcraft, Sir Digby Murray, and Sir George Nares, again represented the Board of Trade; Captain C. G. Weller represented the Trinity House; and Mr. (now Sir Thomas) Sutherland, the Chairman of the Peninsular and Oriental Company, and Mr. Watson, of the City

Chairman—continued.

City of Dublin Steam Packet Company, represented the shipowners.

64. Did you report?—We reported in January 1891. We went through, of course, the whole of the proposals. We recommended only five alterations altogether.

65. Where shall we find this?—You will find this in the report of that Committee, C. 6293, page 5.

66. Will you give us the substance of what you think is material, the pith of this report?—Yes. We said: "In dealing with the subject referred to us, we have felt the necessity of giving due weight to the consideration that the decisions of the Washington Conference were arrived at after much deliberation, and that any subsequent alterations suggested by one of the parties to that conference might delay or perhaps even imperil the adoption of a universal system of regulations for preventing collisions at sea. We have, therefore, limited our suggestions to alterations which we regard as essential, and likely to be assented to by the Maritime Powers which took part in the conference." Perhaps I may point out, what I have already referred to, that the fact of there being no less than 28 Powers who had to be communicated with upon, even a proposed verbal alteration, or the supplying of a single word that had been omitted at Washington, involved correspondence with 28 foreign Powers. The Committee will see what the result of even such a proposal as this was; it brought down upon this country a shower of counter proposals and amendments at once. "It will be seen that the only articles in which we propose to make any changes are numbers 2, 7, 15, 21, 31, Article 2. The alteration in (*e*) is merely verbal, and is intended to make the meaning of this rule perfectly clear." In Article 7 the words we introduced were simply required to supply a *casus omissus*. Then there was a paragraph with regard to the case of rowing boats, and the alteration (Article 15) which is the one now before this Committee, was this: We proposed to omit "(*i*)," the Washington proposal, with regard to vessels "not under command," and we proposed to include vessels provided for in "(*i*)" as vessels not under command in "(*b*)," that is the two long blasts for a vessel at sea stopped, and with no way upon her; and we give our reason. "By the omission of '(*i*)' and the inclusion of vessels 'not under command' in '(*b*),' all the sound signals that are practically necessary at sea are provided for, and the number of such signals, and consequent liability to confusion, are reduced. Moreover, '(*i*),' as it stood, by providing a signal to indicate that a vessel is unable to manœuvre as required by the rules (for which the 'not under command' signal is practically sufficient) appeared to us to be too wide, as it might tempt vessels to sound such a signal when entitled to do so, and to disclaim further responsibility in case of collision." It will be seen that the Committee were unanimous in that report.

67. That is the *post* Washington Committee?—The first *post* Washington Committee was unanimous in adopting the signals that we proposed at Washington, with the exception that they proposed to do away with "(*i*)," and to merge the vessels that were to be affected by "(*i*)" in "(*b*)."

Chairman—continued.

68. Was that the only alteration proposed or recommended by the *post* Washington Committee, so far as sound signals were concerned?—Yes, the only one.

69. That, were it adopted, would reduce from six to five the additional sound signals?—Yes. I may say this: We adopted the opinion (which I believe is the opinion of every sailor) that the fewer the sound signals you have the better; but if a case was made out where signals were really wanted, then we did our best to try and provide the signals where we could; and as we found that by including vessels "not under command," in "(*b*)" we could do away with one distinct special signal, we thought it best to try and do so.

70. I shall ask you about that. As far as fog signals were concerned was the *post* Washington Committee unanimous?—Unanimous.

Mr. *Penrose FitzGerald.*

71. In Article 15, which you have just read, is there any misprint in the last line, "to sound such a signal when entitled to do so;" is there any word left out. It "appeared to us to be too wide"?—Yes; it "appeared to us to be too wide, as it might tempt vessels to sound such a signal when entitled to do so, and to disclaim further responsibility in case of collision." What I think we meant by that was this: We did not want to open the door to a man, if it was not convenient to him to follow the ordinary rules to give a four-blast signal, to say, "I am not under command;" we thought it undesirable to open the door to that. That was one of our objects in trying to do away with "(*i*)"; it was only a reason for doing so. Our principal reason, as will be seen here, was to reduce the number of the signals; but an additional reason was that we thought it might lead a man to say: "I will give the four-blast signal, then they will have to get out of my way; I am not under command."

Admiral *Field.*

72. Did not you insert the words "not under command" in some other letter?—We proposed to, but directly we proposed this we were met by such a deluge of counter proposals that we gave way and adhered to "(*i*)" as originally passed; and we give our reasons for doing so. Although we should have preferred to strike out "(*i*)" we did not think it of sufficient importance to imperil the passing of the rules; and practically, I think, it is conceded now that a great many of the proposals made at Washington are improvements in the rules.

Chairman.

73. Your report then was presented to Parliament, and was published and was sent to foreign and colonial Governments for their criticism?—Yes, that is C. 6293.

74. After that were replies received from these various Governments?—Yes.

 75. I do

Chairman—continued.

75. I do not know whether they have been printed?—They are set out at length at page 43 of C. 6869. The replies that were received from the foreign powers really came to this: With the exception of the verbal amendment in "e" and the *casus omissus*, they objected to the amendments we proposed. There were only three, one of them being the fog signals.

76. As to fog signals?—Yes; they objected to our striking out "(i)" in the fog signals. The United States especially rejected the proposal to cut out "(i)." As I say, the almost natural consequence (which we foresaw) of sending out that report was, that there was a whole crop of proposed alterations made by one foreign power after another; so we were appointed to report again, and to consider the proposed amendments from the various foreign powers. We therefore reported again (C. 6833) on the 22nd June 1892.

77. Will you tell us the substance of the material points in that report?—The only material part is in paragraph 1: "We have under consideration the observations of the foreign and colonial Governments who have sent replies up to this date, and also of certain shipowners' societies in this country." We received communications (which I will refer to later on) from certain shipowners' societies, and we considered them. The reference was still to consider the alterations made in the regulations recommended at Washington; and when we made a second attempt to consider the replies of the foreign powers, we also considered the representations of the shipowners' societies.

Sir *Michael Hicks-Beach.*

78. Perhaps you would give the date of that second report?—The date of the second is the 22nd June 1892. It is what is called the "further report of the committee" that was appointed in 1890. We made one report, and proposed these alterations; then the replies of the foreign powers were sent to this country, and then we met again to consider them. I will read what appears to me to be the only part that is material: "We have had under consideration the observations of the foreign and colonial Governments who have sent replies up to this date, and also of certain shipowners' societies in this country, upon the recommendations made by us in January 1891, in regard to the proposed International Regulations for Preventing Collisions at Sea." "We much regret that only two of the five amendments which we suggested in our first report, viz., those in Article 7 and 31, have met with general acceptance, and we are still of opinion that they" (the proposals we made, that is) "are all improvements upon the rules adopted at the Washington Conference; but having regard to the fact that numerous amendments have been proposed by other powers, parties to the conference, and the indefinite delay which would be caused by an attempt either to press our amendments or to come to a final conclusion upon those proposed by the other powers, we think it best to recommend a course which, so far as this country is concerned, will put an end to the interminable

Sir *Michael Hicks-Beach*—continued.

discussion which would otherwise arise, and which would still further increase the difficulties in the way of international agreement on the subject. For the same reason we do not recommend the adoption of the suggestion made by the Italian Government for another international conference to consider all such amendments." So that the Committee will see what the first crop of amendments produced—another proposal for another conference. "We are of opinion that the most satisfactory course will be for Her Majesty's Government to adopt the regulations as passed at Washington, Article 9 excepted, with the addition to Article 7 and the alteration in Article 31, which we recommended in our first report, these two amendments having been assented to by all the powers from whom replies have been received, and with the addition of the note to Article 21 recommended hereafter." Now comes the material paragraph, with regard to sound signals: "In the hope that the regulations in this form may be accepted by all the powers, we are willing to withdraw the suggested alterations in Articles 2, 15, and 21" (15 being the one now under consideration), "but we retain the opinion that the multiplication of sound signals in Article 15 may possibly result in confusion, and we recommend in lieu of the proposed amendments," and so on; that deals with another matter. So that there, although we still thought it desirable to reduce the number of sound signals if we could in fog, we found that even our moderate proposal, to eliminate "(i)," which was our only proposal, would have the effect of tying up the whole of the conclusions of the conference indefinitely, and make it impossible to come to an international agreement, and we gave way, and gave way (as will be seen by the report) unwillingly. But although we thought the multiplication of sound signals might cause confusion, we never said that we thought it might create danger; and there is a great distinction, as will be seen by the Committee, between those two matters. Confusion may arise; but if confusion may arise, it will put seamen more on their guard if they do hear signals in a fog. If they do not understand what they are, it will make them all the more cautious in proceeding until they have made out what they are. The signals will at all events warn the mariner that there is a vessel near him in a fog, and it will make him all the more prudent and cautious if he is not quite certain what that vessel is doing.

Chairman.

79. Your proposal had only been to omit one of them and to merge it in "(b)"?—Only to omit "(i)", a vessel "not under command," and to merge it in "(b)."

80. Were you called again together in 1893?—We were called again together in 1893, and we found that our expectation had been realised, that by our giving way and not insisting upon our amendments the other powers gave way and withdrew their amendments, and there was international agreement arrived at with all the powers; but we only gave up the proposal to strike out "(i)," as regards fog signals.

81. So far as fog signals were concerned, all the

Chairman—continued.

the Powers accepted the final Act of the Washington Conference?—Yes.

82. I think there were changes in the Committee which we may as well get; was it in 1893 that Sir Courtenay Boyle took the place of Sir Henry Calcraft?—Yes. Perhaps I ought to say that at that date when we were called together every foreign Power had not sent in its reply, but it was generally accepted by every foreign Power, although the formal acceptance had not been received. We were practically at one with all the leading foreign Powers at the time, but there were certain points which still require discussion, as you will see.

Mr. *Penrose FitzGerald.*

83. Was that last Report unanimous?—Yes, that was unanimous as to fog signals.

84. There is a separate report by Mr. Watson, which says something at the end?—Yes; he did not dissent as to fog signals.

85. It was unanimous, was it, as to that matter?—Yes; each Committee has been unanimous as to fog signals throughout; there has not been a dissentient voice as to that.

Chairman.

86. You mean the British Committees?—The British Committees.

87. I may as well get the changes in the Committee; Sir Courtenay Boyle took the place of Sir Henry Calcraft?—Yes.

88. Captain Holland that of Admiral Bowden-Smith?—Yes.

89. And Captain Angove, the Marine Superintendent of the Peninsular and Oriental Company, took the place of Sir Thomas Sutherland; is that so?—Yes.

90. Now, you were going to tell us that you had been required by the Minute calling you together to consider letters which had been received from the Governments of certain foreign countries and from certain shipowners' societies?—Yes.

91. Do you wish to add anything with regard to the principal objections that were made by foreign countries to the proposed amendments?—Yes; the principal objections to the fog signals came from the Netherlands and from Germany.

92. May I ask, do you mean to your amendments or to the original fog signals?—To the Conference fog signals. Those objections of the Netherlands will be found in C. 6869, at page 85. It will be seen from that that the Netherlands objected because they said that the multiplicity of the signals adopted constituted a real danger, and that their application might produce deplorable confusion in much-frequented waters. And Germany desired the omission of three of the nine Washington signals "*e*," "*g*," and "*i*," on the ground apparently that they were not absolutely necessary, and on the ground that the Washington signals made demands on the memory which could not be responded to by the majority of seamen; but, as I have said, those were their initial objections, and they are objections which might very naturally be made on the face of them.

Chairman—continued.

93. What page is that?—Pages 85 and 86 of C. 6869.

94. That is Germany?—Eighty-six is Germany; the Netherlands is 85 and Germany 86; but, then, when the regulations were thoroughly considered, and when they had time to think them over, those objections were waived, both by the Netherlands and by Germany.

Mr. *Penrose FitzGerald.*

95. Waived?—They were waived; they further considered them, and they went through the process that some minds in this country have gone through, at first thinking changes and additions are dangerous, but when they are carefully thought out they appear in a different light. Certainly one eminent authority to whom I propose to refer in my evidence, after analysing them and considering them each one by one, came to the conclusion that although at first sight it appeared to be a somewhat startling thing to add five or six new sound signals in fog, yet when they are analysed and considered carefully, each on their merits, then they are not objectionable. But there was a matter which, if I may say so without offence to any foreign Power, the Committee considered almost with more care, and that was the representations from shipowners in this country. We felt that having regard to the fact that England owned practically 50 per cent. of the whole of the tonnage afloat in the world, the English voice in such a matter ought to be considered, and most carefully considered, upon every point; and so, when we found that objections were raised, we went into those objections and considered them very carefully. There were six shipowners' societies altogether, ranging from the year 1891 to the year 1893, making various objections to the proposed rules. I do not say this at all to find fault, but as an illustration of the attitude that is naturally taken up by sailors and those representing sailors. When a proposal is made to alter the rules, that proposal on the face of it meets with objection at once. Sailors say, "Oh, the old rule is good enough for us." I do not use the word in the political sense when I say that there is not a more conservative body of men than sailors. For instance, when you come to deal with the question of the rule of the road at sea, they hate a change, they dislike it, and their tendency, we know, is to object to change until they are satisfied that the proposed change is a desirable one. I cannot give you a better illustration of that than this: that one of these leading societies, a society representing thousands and thousands of shipowners, when they were first of all invited to give their criticisms upon the proposed changes that were made at Washington (which were very numerous and some of them very important, and which are, I think, admitted now by universal consent to be great improvements, especially in the matter of clearing up doubtful points), when they were sent to this society the answer that came back was, "We object to them all;" and it was only upon inviting them to give us really their objections, that their objections were narrowed down to two or three. I only give that as an illustration.

Mr. *Penrose FitzGerald*—continued.

We still thought that it was most desirable to give them every opportunity of laying their views before the Committee upon any points on which they objected to the rules; not merely the sound signals, but all of them; so the Committee asked them to send up two practical mariners, men of experience, who would lay their views before the Committee; they did so, and those men came and gave their evidence before us. Now, again, as an illustration only; I am not finding fault at all; I can quite understand the feeling, as an illustration of the natural, almost invincible, objection of sailors to changes in the rules; we found when they came to give evidence that very few of them had looked at the rules. We invited 12 altogether, and on the first day, out of eight who came before us to object most strongly to the proposals with regard to various matters, we found that only two of them had taken the trouble to look at the rules before they came into the room. The rules had been before the country for years, and there had been meetings held at Liverpool. We asked them to send up their experienced men to lay their views before us, and when they came, as I say, except the two, they had actually not seen the rules. I can quite understand their attitude. They heard that a lot of rules were going to be added, and so they came to object to them. There is a copy of that evidence here which will be handed to the Committee, if it wishes to have it, which will show that what these men objected to was, generally, the addition of sound signals; but certainly, with regard to one or two of the signals, like that of a vessel towing, or a vessel stopped in a fairway, some of them admitted that they were most salutary rules, and most desirable rules if they could be brought into operation. So that it is when you come to deal with each signal on its merits that there are so many matters to be considered. For instance, as regards that special signal for a vessel in a fairway, it is not likely to be used often, because a vessel does not often break down in a fairway at sea, and so on. It is only by an examination of the signals in that manner, I think, that you can arrive really at whether or not there is insecurity or danger in their being used. Now, those gentlemen came before us; they were men of great experience, men who laid their views before the Committee exceedingly ably, but some of them certainly went very much further than either the Washington Conference did or than our Committee did, because they proposed for use in fog the course-indicating signals, which are only allowed to be given by one vessel to another when they are in sight of one another. They said that it was the wish of their associations that those signals should be used in fog, a proposal which we certainly have always thought a very dangerous proposal; because if you once allow course-indicating signals (even those three) to be used in a fog, a man will say he hears a whistle, as he thinks, on the starboard bow; he will hear another vessel giving the "port helm" signal, as he thinks; he will only hear one whistle, perhaps, and he will say, "That vessel is on the port tack;" he will go on upon that assumption, and then he may find that, instead of being on the "port bow," that vessel is somewhere else, and he will steer right into that vessel, perhaps. I only give that as an illustration.

Mr. *Penrose FitzGerald*—continued.

Chairman.

96. In addition to those you have told us about, there were other signals discussed at the Washington Conference, were there not?—Yes; there are signals which the Committee will find are optional signals, No. 28. Those are signals which we considered before going to Washington. You will see that at present they are to be allowed to be used; they may indicate their course by the usual signals; one blast, "I am directing my course to the starboard;" two blasts, "I am directing my course to port;" and three blasts, "My engines are going full speed astern."

97. And that is when the vessels are in sight of one another?—Yes.

98. I do not wish to enter upon that; I do not think we are concerned much with it?—I am only giving this as an illustration: these gentlemen who objected, on the ground of danger, to the new signals, proposed in lieu of them the actual use of those course-indicating signals in fog. We certainly thought that would be much more dangerous than the very modified signals which the Conference proposed.

Sir *Michael Hicks Beach.*

99. May I just interpose one question; I think you have told us that the Washington Conference unanimously opposed that?—Yes, unanimously. We carried that, and that was the unanimous opinion almost, as far as we could gather, of our marine in this country before we went to Washington, because the Board of Trade issued, as I have pointed out, questions to which they had replies from all the great associations with regard to whether or not it was desirable that course-indicating signals in fog should be used; and the very large consensus of opinion was dead against anything of the kind being done. Perhaps I may before leaving that point cite also, as an illustration of the difficulty in persuading sailors that new rules may be or are an improvement, one more thing: those three signals are signals which in the River Thames are compulsory for vessels in sight of one another. When they were proposed there was a storm of opposition by the pilots in the River Thames, by mariners who navigated the River Thames; and it was argued that they would be very dangerous indeed. Well, they have been in use now a good many years, and every sailor now is very glad to have them; and sailors have applied to the Board of Trade to add to those signals. They are found to be of the greatest use. It is most important that a man when he sees a vessel approaching him should know what course that vessel is going to take, and that he should be informed by either the one or the two blasts, as the case may be. But, as I say, although when these signals were first of all proposed they were hotly opposed on the ground that they would lead to difficulty and danger, practice has shown how useful they are.

100. I should

Chairman.

100. I should like to ask you, if you please, to get it on the note, the nature of the representations made; shortly, I believe there were six representations made up to 1893, by shipowners' societies?—Yes.

101. Of which two only dealt with the question of fog signals?—Only two of them objected to the fog signals; that is so.

102. The Liverpool Steamship Owners' Association stated that they were very doubtful as to the proposed sound signals for fog?—Yes.

103. And the General Shipowners' Society protested strongly against them saying that they had taken the opinions of numerous ship masters and pilots on the subject?—Yes.

104. Can you summarise their reasons?—Well, their reasons were apparently (and I judge not only by communication with them but by the evidence of their representatives) that all sound signals are misleading in fog, and that the men to whom the making of the new signals would be entrusted could not acquire a practical knowledge of them in a lifetime. They further urged that the signals could not always be correctly made owing to the condensed steam in the whistle, or correctly heard in all states of the wind, and that this uncertainty would cause confusion. It will be seen on reference to the Protocols that all these points were most thoroughly threshed out. Every sailor knows that with the condensation in the steam whistle there is difficulty in getting the first blast, or getting it into such a blast as can be recognised as part of a signal; but that matter was all carefully thought out. The question of condensation in the steam whistle existed, and does exist with the existing signals, of course.

105. It was then, was it not, that your Committee invited all the bodies who had made criticisms upon any of the regulations to send men of nautical experience to explain their views?—Yes.

106. That was the time?—Yes.

107. Then they came from six associations?—Yes.

108. Nine witnesses came?—Yes.

109. And four of them came to object to the fog signals; is that so?—Yes.

110. Now can you summarise to us what the four, in effect, said, and tell us in a few words?—Yes. They objected to the new position-indicating signals as confusing; but they wished the old helm signals, as I have said, to be used in fog in their place; and one of the witnesses admitted in his evidence that it would be a good thing to have a special signal to show that a ship is stationary, as is provided in Article 13; and he also admitted that it would be a good thing to have a special signal for tugs, vessels towing.

111. You have copies of this evidence, I think?—Yes.

112. Can we have it before us?—Yes. With regard to the general objection to the signals, I may point out what has been proved before us. Of course, it is difficult for sailors to learn a lot of new signals, that everyone knows, but men do learn them; for instance, take New York Harbour, where I am told complicated signals are used, not

Chairman—continued.

only do they learn them, but as the Committee would suppose, our English mariners learn them too; and we have no reason to suppose that English sailors are not just as sharp as any other sailors in learning new rules. But there are many signals that men learn who have to learn them; take, for instance, the signals on the River Thames. Every big line of colliers almost, I believe, has its own distinctive signal; when she is coming up in foggy weather and is nearing wharves, she gives her signal.

113. Did you find the objections were directed against particular signals on the ground that they were not themselves separately valuable or generally directed against them all?—They were simply generally directed; there was no particular signal attacked at all. It is very simple to say you have added a lot of new signals which men cannot learn. There was no objection to any particular signal, as I have pointed out. It was admitted that some of the new signals were desirable to have.

114. You stated in one of your reports that confusion might arise?—Yes.

115. But you distinguished that from danger?—Yes, from danger.

116. Just explain, will you, what you meant; was that considered at Washington?—That was considered, and the conclusion that we came to then was that undoubtedly it would cause confusion if you were in crowded waters, where there were a great many vessels giving signals especially. It would create very considerable confusion, but not necessarily danger, because, as I have pointed out, if a man heard signals and did not know what they meant, he would be all the more careful; he would go slower. If he was in very crowded water, perhaps he might think it necessary to come to anchor; but it would be a caution to him. Even if he did not know what the signal meant, he would know that the vessel was there; and I think the general opinion was that—so far as it could be done without deafening the officer on the bridge, the more noise made the better in a fog—so that a man might have distinct warning of vessels in his vicinity.

117. Was it the prevailing, or general opinion at Washington that these fog signals would be intelligible in a fog?—Yes, it was; that sailors would get to learn them.

118. But that even if they were not intelligible they would not produce danger?—They would not produce danger.

119. That they would rather operate as a warning?—Yes.

Mr. *Penrose FitzGerald.*

120. You are not alluding to course-indicators?—No; the proposed signals.

Chairman.

121. The proposed new signals are none of them course-indicating signals, are they?—No.

122. There are course indicating signals, I think, as to sailing ships in the existing rules?—Yes; the rule is that a steamer must give way to a sailing vessel, as she cannot alter her course as the steamer can. A steamer can go which-

ever

Chairman—continued.

ever way she likes, of course; but as a sailing vessel is on a particular tack it is desirable that she should give warning of what tack she is on. There was no objection to this at Washington. This was not included in course-indicating signals.

123. The new proposed signals are not in any way course-indicating signals, are they?—No. I am reminded that there is one which might by a stretch be called a course-indicating signal; that is, when both the vessels are brought up in a fog, and neither dare move, and then one man says, "I am a log on the water; you may feel your way past me." That is an optional signal, and it might perhaps be contended that that was a course-indicating signal; but that is not my idea of the meaning of the words "course-indicating."

124. That is when a vessel has no way upon her?—Yes.

The Marquess of *Carmarthen.*

125. Would you propose to make course-indicating signals compulsory or only voluntary?—I would only have them when vessels are in sight of one another. There was no objection to course-indicating signals in that case, because, as I say, experience has shown the very great use of them. It is most desirable for a man when he sees a vessel coming up towards him to know whether that vessel is coming on a port or on a starboard helm. If he gets the "port helm" signal he ports his helm, and passes clear; he knows what the man is going to do.

Sir *Francis Evans.*

126. I should like to have it quite clearly from you whether the opinion was unanimously expressed at the Conference at Washington that the introduction of these signals, though they might confuse an officer on the bridge, would not lead to danger?—I cannot say that such an observation was made, but I think the only answer I can give to that is that as each signal was discussed and questioned (as I say, I think, in every case but one) the Conference unanimously voted in favour of the signal being given; I do not think myself that I could find any paragraph in which the proposition is laid down that these signals will cause confusion but not danger. I was giving that more as the opinion of the Committees who dealt with them, the Committees of which I was chairman.

127. You are aware that that is the principal objection amongst shipowners, where there are objections, that one point?—Yes; so I understand; and it was for that purpose more especially that we examined witnesses on the point. We were most anxious to hear all the reasons that they had to give for holding that position; but after having heard them we could not come to the conclusion (they did not satisfy us at all) that there would be danger. We were satisfied before they came that there might be confusion from these signals but not danger. And I may say this, that in drawing that report we were most careful to use the word "confusion" as distinguished from "danger."

Chairman.

128. In what circumstances did you apprehend that confusion might arise. It was when there were a large number of ships each sounding their appropriate signal, I suppose?—Yes. This is a case suggested as likely to occur very often in crowded waters: A man might have vessels all round him; one vessel might signal "I am towing;" another vessel might signal "my way is off," and so on; such occasions may arise, and we thought it very likely that a man might be very confused on hearing all these signals, but it does not necessarily cause danger; it would make him all the more prudent and cautious.

129. According to the existing rules, if a vessel were in a fog, with a large number of vessels round her, they would be sounding their foghorns or steam whistles, or indicating their presence in some way?—Yes.

130. Did you consider that the introduction of the new rules would aggravate the confusion necessarily consequent upon a situation like that?—It might, in this way; the signals would be made more complicated, but only to a very limited extent, because they ought to be using an ordinary fog-signal if they are under way, or even if they are at anchor. It would be confusing, because a man would have a difficulty in picking up the long blast and the short blast; for instance, he would not be quite certain, perhaps, where one signal stopped and the other began. We saw the weight of these objections, but those numerous signals did not, to our minds, constitute danger, we thought that (if possible), on the contrary, it would make a man all the more cautious, because he would not be quite certain what was going on, and therefore would have to navigate most cautiously and most slowly.

131. I think before preparing your final report you very carefully considered all these objections and you made a unanimous report on 8th December 1893?—Yes.

132. That is in C. 6869, page 141; will you just read what you think is important?—"We have considered the letters received by the Board of Trade from Foreign and Colonial Governments, and from certain British Shipowners' Societies in regard to the proposed alterations of the International Regulations for Preventing Collisions at Sea, as recommended by the Washington Marine Conference, 1889, and as subsequently modified by the Committee appointed in July 1890, to consider the recommendations of that Conference. We have also heard representatives from the Shipowners' Societies on the various points raised by them, and we have especially considered the objections made to Articles 15, 21, and 28. We see no reason to recommend any alteration in the rules submitted by the late Committee in their Report, dated 22nd June 1892, and we entirely concur in that Report, which has received the general approval of the ForeignPowers;" and in that that Committee was unanimous.

133. Is it the case that since then more than a general approval has been obtained from foreign Powers?—I am told (but, of course, as to this I can only speak from hearsay) that the whole of the Foreign Powers adopted the rules as we proposed them. All the important maritime powers have now accepted the text, I believe, but

Chairman—continued.

but as to this I am only speaking from hearsay as to some. I believe the United States actually passed an Act for them to come into force.

134. In their waters?—In their waters.

135. Do you know if that Act applies to their waters or to their ships in all waters?—It would be their ships on the high seas. They adopted the Washington rules by Act of Congress in their own waters directly after the Conference concluded its work; they suspended the operation of it for some time, but they passed an Act of Congress the very next Session adopting the rules for use in their own waters.

Sir *Francis Evans.*

136. Is not it now in suspense?—I say they suspended it in consequence of this; but they were so satisfied with the rules themselves that they meant to put them in use almost the next day, as it were; it was only when the foreign *pourparlers* took place between the powers that they saw the necessity of hanging them up for the time. I may say this: In consequence of what has occurred lately, Germany having waived her objections to the fog signals, has now revived them.

Mr. *Penrose FitzGerald.*

137. What has occurred lately?—I allude to the objections that have been made in this country.

Chairman.

138. They have been revived absolutely?—The objections are put forward by Germany again. She has put forward her previous objections, the objections which she had waived, and she has done so, I am told, since correspondence took place in the English newspapers, and since meetings were held in this country (one was held at Liverpool), and now those objections have been put forward again; but having regard to the fact that she waived them when we agreed to accept them in their entirety, it may be she is putting them forward to keep the door open to raise objections if we make objections; otherwise the whole of the foreign powers, so far as I am told (of course you will have evidence before you, sir, upon that if necessary), accepted them.

139. There has been a certain amount of give-and-take?—There must be in discussing matters which, although matters of very great importance, are matters in which great delay is involved. That is especially the case in trying to devise new signals; and although Great Britain at Washington carried practically every single proposal that she went out to carry, that was only done by judicious give-and-take.

Marquess of *Carmarthen.*

140. You told us before that Germany protested against all fog signals, because they were unnecessary; that is what she claimed, I think?—Yes.

141. She afterwards waived those objections, and now puts them forward again; is it on the same ground, that they are unnecessary?—I believe that is so. She only objected to three, you will remember.

Marquess of *Carmarthen*—continued.

142. Yes; "(e)," "(g)," and "(i)"?—"(E)," "(g)," and "(i)"; she objected to those on the ground that they were not absolutely necessary, and that it was too great a demand on the memory of seamen to remember them all. Now she has revived those objections, having waived them before; and it is almost a fair inference that she has revived those to be in a position, if we want to make any alteration in the rules, to be able to make alterations herself.

Mr. *Cayzer.*

143. The United States Government have suspended these rules principally owing to the representation made by the German and Netherlands Governments; is that so?—That I am not in a position to answer. I have no doubt, subject to the opinion of the Committee, that there will be evidence put before you by official witnesses who can speak officially as to that; I can only speak from hearsay.

Marquess of *Carmarthen.*

144. Was it pointed out, at Washington, at all that confusion might arise between Articles 15 and 28, from one vessel being in sight of another, and the other vessel not being able to see the first vessel, which you may imagine might happen in storm or rain?—Yes; I think you will find in the Protocols that that was pointed out, but of course it is impossible to legislate or to make rules for every conceivable position of affairs. That would be an exceptional thing, for one vessel to be able to see another and not the other vessel to see her. Such a thing, of course, might occur.

145. Take more than two, take three vessels in company, one vessel may be able to see both the others, one may be able to see only one?—Yes, that would be so; and there, of course, you have to rely upon the presence of mind of the man who is navigating the vessel. It would be impossible to frame regulations to meet every possible case, and that is why there is a general rule (as you are no doubt aware there is) that a man is not to be exonerated from using proper seamanship, and ordinary skill and caution when he is navigating his vessel.

146. You say we shall find that in these references you have given us?—I think that was referred to in the Protocols, but I should not like to say off-hand. It certainly was before our committee, because, besides the evidence, we considered every letter that was sent either to the Admiralty or to the Board of Trade upon the subject; every single letter was brought before us and discussed and thought out. We did not put aside representations from anybody, whoever they came from, with regard to the rule of the road at sea; they were all laid before our committee, and we dealt with them all, and thought them all out.

Mr. *Penrose FitzGerald.*

147. You used the sentence that, though it might produce confusion, it was not likely to produce danger; am I quite clear that that was the opinion of the whole of your committee?—Yes; we came to the conclusion that it might

Mr. *Penrose FitzGerald*—continued.

cause confusion, and I may say this: there is the best evidence of that. We discussed whether or not the word "danger" should be used or "the approach of danger" or "the possibility of danger," and we declined unanimously to insert the word "danger" and decided to use the word "confusion," because that would convey the idea in the mind of the committee that it was confusion that would ensue and not danger.

148. Then the committee really did consider the point that is in my mind, namely, that all mariners are not alike; they differ?—Yes.

149. A pushing mariner, thinking he had a direct indication by these signals of a port helm, might push ahead instead of (as your committee seemed to think) remaining more quiet and being more careful; the pushing mariner, thinking he knew that his right was to go ahead, did not your committee consider that that man would push ahead because he heard sounds that indicated to him that he was in the right and might do so?—No, we did not assume that "port helm signals" might be given in a fog; they must not be given.

150. When you state that you allude to the existing and not to the course-indicating signals?—Yes; a man is not entitled to use course-indicating signals even to show that he is on his port helm or his starboard helm in a fog. We do not allow that except in the case of a sailing vessel. We never have, in a fog. The distinction to be drawn is this: the port helm, one blast; and the starboard helm the two blasts; the port helm and starboard helm signals are never allowed to be used in a fog, but only when vessels are in sight of one another, so that the pushing man that you refer to would not hear the port helm signal, and he would not be justified in thinking that he heard the port helm signal; he would merely hear "vessel stopped," or "vessel under way" in the fog, or, in exceptional cases, the signal of a vessel towing or a vessel brought up in a fair-way, and so on. He would never be justified under these rules in thinking that any signal he heard indicated "port helm" or "starboard helm." There is no signal in the case of a sailing vessel except the fog horn; there is no steam-whistle signal there to show how the vessel is proceeding, whether under the port helm or the starboard helm, or going straight ahead. We have all along realised the great danger of allowing a man to speculate as to what course the other vessel was on. I do not know whether I have answered the question.

151. You have quite; but my point was this; I want rather to get this information: the question about leading to confusion and not to danger did not deal in any way whatever with the proposed Article 28, about "I am directing my course to starboard," or "I am directing my course to port"?—It had nothing whatever to do with that; that must not be used in a fog.

152. I know that; but it was proposed by Great Britain; and I want to know whether you consider that that was one that we adopted?—It was as I have stated.

Admiral *Field.*

153. May I ask you whether you hold still to your opinion that Article "(i)," which you recommended should be blended with Article "(b)," should be still so blended?—Yes, I still adhere to that, but we thought we must give way upon such a small point as that; I certainly think so. I think the fewer sound signals you have the better, and if you can cut down the number so much the better.

154. If that were done you would get rid of the four short blasts?—Yes.

155. You would adopt the two prolonged blasts?—Yes.

156. Which is much easier to understand than the four short blasts?—Yes, that was also a very strong reason for our proposing to eliminate "(i)," which was an addition to the signals, and therefore might create confusion.

157. Then, may I ask you (of course, I am almost a novice in the study of these fog signals, because they are new to me), was it carefully considered whether "(d)" and "(e)" could not be blended, because they both refer to vessels at anchor; one, "a vessel when at anchor"; the other, "a vessel at anchor" in a fair-way "at sea," or when not in ordinary anchorage ground; it seems to me that those two signals might still be blended and made into one, with a slight modification; the vessel "D," at anchor, rings a bell?—Yes.

158. And the vessel at anchor at sea "E," why should she not?—We had that before our minds. Our object was to try and make the new signals harmonise with the existing signals; therefore, in the case of a vessel at anchor in a fair-way at sea we made her give the signal of a vessel at anchor elsewhere, and superadded to it that she should ring her bell the same as if at anchor in anchorage ground; but we superadded to that the two prolonged blasts with the whistle, or siren, if a steamer, or, if a sailing vessel, in two blasts with her fog horn. The suggestion was this: you are a vessel at anchor, therefore you must give the signal of a vessel at anchor, but you ought to make more noise, because no one will expect you to be at anchor where you are; therefore, in addition to ringing your bell, you must do something else. Then we said: What else can she do? If she is a steamer she can use her whistle; if she is a sailing vessel she can use her fog-horn and ring her bell; in the case of the steamer we said: You must do that as well; you must make more noise to let other men know you are there; therefore you must use your bell as well as use the whistle.

159. You lead me to understand how it is you still retain the two signals for vessels at anchor; I should have thought that if you considered "(e)" the better of the two you would have eliminated "(d)"?—We did not think it necessary for a vessel in anchorage ground to do that. If in ordinary anchorage ground we thought it would not be necessary to give more than the present signal. We did not want to make more onerous the signals that we at present have. It is only because a vessel was broken down and brought up in the fair-way that she would be where no one would expect her to be; we thought that then she should add something to the ordinary signal she would give at anchor in anchorage ground. We thought a vessel at anchor in a fair-way a dangerous thing if she only

rang

Admiral *Field*—continued.

rang her bell, especially having regard to the speed at which vessels approach one another nowadays; members of the Committee who know what a ship's bell is in a small coasting vessel will know that it is really no warning at all to a vessel going out, I will not say how many knots, but at such a speed, even in a fog, that she is on top of a vessel that is not moving, before that vessel has time to ring the bell a second time almost. With regard to that, I should like to give the reason that was given by the Committee at Washington in its first Report: "As a vessel at anchor in a fog, &c., in a fair way at sea, is in a more dangerous position, particularly while swinging round broadside to the main line of route with a change of tide, than if under way and sounding the authorised fog-horn, we would suggest that such a vessel should be compelled to use a more efficient sound signal than the bell at present authorised." So we merely added this. We thought: Now, what can she do? And our object, as I say, was not to impose upon such a vessel more onerous duties than we could help, therefore we said: She has her fog-horn if she is a sailing vessel, and if she is a steamer she has her whistle; let her use that, as well as her bell.

160. You have imposed fresh conditions on the vessel at anchor beyond what the law formerly required, have you not?—Yes, because experience had shown that it was necessary. We were told: It is a thing that would not often happen for a vessel to be broken down and brought up to anchor in a fair way; but when it does happen it is an exceptional case that might be provided for by a signal.

161. Then I ask you whether you admit this or not. In Article "*f*" there are three blasts laid down for a ship towing, two long blasts and one short blast; is it not difficult, in your judgment, for ordinary seamen of the mercantile marine, not educated as signalmen, to distinguish three blasts as to whether they are long or short?—I think it is.

162. Most difficult, is it not?—I think it is; but it was necessary to have a distinctive signal, and we thought that was the simplest signal for a man to be able to catch. I should like to go a little further to qualify what I say; I say it is difficult at first, but I think experience shows that fog signals may be picked up more quickly perhaps than some people think. We know there are a great many signals which are optional used by vessels which are perfectly understood.

163. I want you kindly to bring your mind to bear upon a question I want to ask you in connection with "*g*," which follows "*f*": "A steam vessel wishing to indicate to another, 'the way is off my vessel, you may feel your way past me,'" may sound three blasts in succession, viz., short, long short, with intervals of about one second between them"; in signal "*f*" she is to sound three blasts, one prolonged, two shorts?—Yes.

164. Now, is not that likely to confuse an ordinary seaman of the mercantile marine?—I think it very likely.

165. You have these two signals for very definite things; one vessel telling the other, "I am stopped, the way is off my vessel"?—I think

Admiral *Field*—continued.

a man might make a mistake as to whether the signal was for the one way or for the other.

166. Then, would it not be desirable to eliminate one of these two, and if so, which one?—I cannot adopt that conclusion. What we thought, taking the general opinion, was this: that when a vessel is towing, it is most desirable that men navigating in the vicinity of it should know that there is something behind that vessel, so as to give her a wider berth; and the committee (I have no doubt finding it very difficult to devise signals) adopted that as the least objectionable signal they could devise. I think it very likely that in a great many cases a man may not be quite certain whether the signal given is for "*f*" or for "*g*." In that case it will be all the more unwise of him, to say the least of it, if he goes on.

167. I quite accept your view with regard to the towing, but what I want to press upon you is this: seeing that you admit there may be great confusion in a merchant seaman's mind, inasmuch as three blasts are necessary in both cases, it is only a question whether the "short" or "long" is inverted, putting one before the other, would it not be desirable to get rid of "*g*" altogether; is there any great object in retaining it; "the way is off my vessel"; suppose they do not know "the way is off my vessel," does it matter much?—In looking at the protocols, Sir, you will find it stated by many of the delegates that this is a signal that has been asked for by sailors. What they say is this: "We are at a deadlock; we are in a dense fog; we know there is a man there somewhere, and we neither of us like to move." Now this is only an optional signal, the "*g*;" he would be entitled to say: "Well, feel your way past me, I will wait until you have got by." That is not a compulsory signal at all.

168. No; I see it is made permissive?—Yes.

169. I will not press you more, but I will pass to the next one, "*h*." There, again, we have three blasts?—Yes.

170. So that the "*f*," "*g*," and "*h*" signals are all three blasts; again I press you as to this: Is it not likely to confuse the mind of the ordinary seaman, these three blasts. In "*h*" signal there is to be three prolonged; "*f*," one prolonged and two short; and in "*g*" there is to be one short, and then one prolonged, and then another short; do you think that any ordinary seaman of the mercantile marine, without any special training, is likely to arrive at any safe conclusion under those circumstances?—I think possibly he may have some difficulty; but he will know the vessel is there; and, if I may add to that, the telegraph cable ship is not a vessel that is met with every day of the week.

171. No, that is quite so; but still, in view of these three signals being so similar, they are all of them three blasts, it is only a question of how they shall follow one another; again I would ask: Would you not be willing to eliminate one of these three signals, and, if so, which one?—No, I think not, because I think it desirable that in each one of these cases it should be open to a man, at any rate, to try and tell the other ship what he is doing. Let him try to give the infor-

Admiral *Field*—continued.

mation. He may fail, but give him an opportunity of telling, so far as he can, where he is.

Mr. *Blake.*

172. In that case, one of the ships knows that he is one of three; he has a chance of knowing which one?—Quite so.

Sir *George Baden-Powell.*

173. I should like to ask just three short questions; one is, whether your opinion is or is not that letter "(h)" should be included under "(i)" or "(b)," as being a vessel under way, or not under her own command?—No. You will find pages of discussion on that, for this reason: It was pointed out that you must not say a vessel laying cable is not under command, because in some cases now-a-days they go at very considerable pace, these cable-laying vessels.

174. I ask your opinion as to whether a vessel laying cable (she must be going through the water in laying cable) does not come under the category of not being under command, or unable to manœuvre according to these rules, when attached to the cable?—I do not think, myself, that that would be such a desirable method as what the committee proposed in 1893; that is, to leave the telegraph cable signal, which will be very seldom used or heard by itself as a distinctive signal, and merge "(i)" in "(b)" as we proposed. We thought it better to let the telegraph cable ship have her own distinctive signal.

175. You thought it necessary to have "(h)" distinctive?—Yes, we thought so.

176. There is another question I want to ask you: as I understand, at the committee and conference, each of the proposals was proposed by seamen?—Yes.

177. The point I want to ask your opinion upon is this: am I right in understanding that the seamen at that conference were mostly men of only naval experience; can you tell us whether Mr. Schneider was a seaman?—No. I have said he is the only one of the committee I am doubtful about; all the other ones, I know, were sailors. Mr. Schneider had very great knowledge of maritime matters, knowledge which was displayed by the great ability with which he discussed these matters; but I am unable to say whether he had ever been in the mercantile marine or in the Royal Navy; but all the others were sailors of considerable position, and of high position.

178. In the conference itself most of the seamen who took part in it were naval men, were they not, and not mercantile marine men, with two exceptions?—I am unable to speak as to that, because, for instance, the Scandinavian powers delegates took a great part in the discussion, and several of them were of the mercantile marine, if I am not mistaken. Norway: One of the two delegates was in the Royal Navy; the other was then agent for insurance companies, but had been in the mercantile marine; and you will see he took a very considerable part in the discussion. Then there were other members of the mercantile marine, practical sailors. Of the United States delegates you will see two took part.

Sir *George Baden-Powell*—continued.

179. But the majority of the seamen, the large majority, at the conference, were of the Navy?—Yes, they were, undoubtedly. I may, perhaps, before you pass from that, say this: that we British delegates received the greatest assistance from Captain Wyatt and Captain Kendall, who were men of very great experience. Captain Wyatt had been one of the senior captains of the P. and O. Company, and Captain Kendall belonged to the Dublin and Holyhead line, and his opinion was, perhaps, the more valuable because he has to navigate in narrow and crowded waters, practically, every day of his life.

180. The only other question I wish to ask is as to the opinions or information that you acquired on the committee from representatives of ships in the English trade, both owners and officers, and, perhaps, men; I understand that in regard to the second or third committees you acquired a great deal of evidence, which has been handed in?—I will not say a "great deal"; we invited every society that had raised any objection to any of the rules to send us two practical men. Only four practical men came to object to the fog signals, two from one society and two from another. Others did come and object to other rules, but not to fog signals.

181. I want to ask whether, as regards the first committee before the conference, you can give us any details as to the gentlemen you called as witnesses?—No, I think, in the committee before the conference, we relied upon the experience of the members of the committee, who, as I have pointed out, with the exception of myself and Mr. Gray, were all sailors.

182. That is what I wanted to know, whether you had any opportunity then of consulting with shipowners?—No; we only met, I may say, to decide as to our general line to be taken at Washington, and what proposals we thought were desired practically by our shipping interest; and any representations which had been made to the Board of Trade undoubtedly were considered by us then, but we did not take evidence.

183. No fresh inquiry was made?—No.

184. One other very small point; I notice that this Paper [C. 6293] opens with a letter or report, and a separate report, by Mr. Watson, to which there are no dates; can you give us approximate dates for these?—The date is January 1891. I observed that we omitted to put the date on, and I looked out the date from my own memoranda; it ought to have been dated January 1891. This is the First Report of the 1890 Committee, but the separate report is not as to fog signals.

Mr. *Penrose FitzGerald.*

185. Mr. Watson objected apparently?—Yes; but not on fog signals. Mr. Watson objected to another Article. I should point this out: It may have been thought at first that Mr. Watson's objection was to the sound signals in fog; it is not so; he does raise an objection to sound signals in the case of vessels in sight of one another being made compulsory and not being left optional, but he makes no objection other than that.

186. You

Sir *Francis Evans.*

186. You have been in New York, of course?—Yes.

187. Do you ever happen to have been down in the bay in a fog?—No; I do not think I ever was there in a fog.

188. Then you have no personal experience of the great number of fog signals and sound signals which are in constant use in foggy weather in New York Harbour?—No; I have simply referred to that from what I have heard.

189. I think it would be a great advantage to the Committee if they could understand from any evidence you happen to have before you the great number of sound signals which are in habitual use there?—I have not any; I was only referring to what had been stated generally.

190. Can you refer us to any point in the evidence generally where we could see it?—I am afraid I cannot now. I think probably the Board of Trade will make inquiries upon that, and be prepared with the information for the Committee later on.

Chairman.

191. As I understand, you anticipate that the seamen in the mercantile marine would learn these signals more rapidly than perhaps they themselves apprehend?—Yes, we do.

Chairman—continued.

192. You also seem to regard the fact that there are so many powers all interested, whose concurrence it is not always easy to obtain upon minutiæ, as a very important factor in dealing with the propriety of recommending these fog signals?—Yes.

193. As an international question?—Yes.

194. I do not know whether it is necessary to ask you this question, but I am told that in some papers, and elsewhere, it has been treated as if you had proceeded in some professional sense to the conference?—Yes, it has.

195. I believe, in point of fact, you gave your gratuitous services to the country at the expense of your practice for a considerable time, in going to Washington; is that so?—That is so; and I should not have thought it necessary to state the fact if it had not been that some correspondents have suggested that we made a very good thing of it by going out there. I gave up my practice at the Bar for the whole of one term and part of another term in order to attend to this matter.

196. On public grounds?—On public grounds.

Friday, 24th May 1895.

MEMBERS PRESENT:

Mr. Egerton Allen.
Mr. Attorney General.
Sir George Baden-Powell.
Sir Michael Hicks Beach.
Mr. Cayzer.
Admiral Field.
Mr. Penrose Fitzgerald.
Mr. Moorsom.
Mr. Joseph Richardson.
Mr. Parker Smith.
Mr. Stephen Williamson.

Mr. ATTORNEY GENERAL, IN THE CHAIR.

Vice Admiral Sir GEORGE STRONG NARES, K.C.B., called in; and Examined.

Chairman.

197. YOU are a Vice Admiral of the Royal Navy?—Yes.

198. And I believe you were chairman of the Washington Sound Signal Committee?—Yes.

199. And I think also you have been for 15 years a member of the London Rule of the Road Committee?—Yes.

200. I believe that the proposals put before the Washington Conference for additional signals were very numerous?—The literature was very large indeed; it took us three or four days to arrange it into anything like order.

201. I think you divided those suggestions, so far as sound signals were concerned, into three groups?—Yes, we thought it was most convenient. We divided them into three groups:—(*a*) To indicate the course steered; (*b*) To indicate a change of course in the vessel; and then (*c*) to indicate what we termed character signals; that was, to indicate the character of the vessel making the signal.

202. I think the first report of the committee was made upon the 31st of October 1889?—Yes.

203. And then, on the 8th of November, after a debate for a whole day upon the principles of fog signals, it was referred to the Sound Signal Committee, to report cases in which new fog signals should be adopted, and the specific signals in such cases?—Yes.

204. Then the second report of the committee was made on the 21st of November 1889?—Yes. I might say that there was practically a third report, the verbal report. You will see by-and-bye that certain extra signals that we did not include in the first and second reports were carried by the conference, and referred again to the Sound Signal Committee to find suitable signals for; but then that does not appear in the paper, it was a verbal report.

205. I believe that the committee had in their minds strongly the importance of not extending to one vessel a right of way over another vessel?—We had that very strongly. Practically now there is a right of way by courtesy on the sea; but if that were extended to a legal right of way, it would be very dangerous indeed; it would lessen the responsibility of officers in command, and would certainly end in a much less cautious look-out than is taken at present.

Chairman—continued.

206. That you are, of course, anxious to avoid?—Yes.

207. Did the committee come to any unanimous opinion after full discussion?—Yes.

208. Will you tell us the substance of it?—Practically, in the cases of (*a*) and (*b*), they came to the opinion that vessels not in sight of one another were unable, by means of sound signals alone, to locate each other with sufficient precision to enable them to manœuvre with safety depending on such signals, and that it would be highly dangerous to encourage officers to continue to navigate their vessels during fog in obedience to such uncertain information.

209. Therefore you reported against all sound signals to indicate the course steered, and also against all sound signals to indicate the change of course?—Yes, that was so.

210. Then you had to deal with the cases of sound signals to indicate the character of the vessel making the signal?—Precisely.

211. We know that that resulted in a variety of rules, and I think it would perhaps be best if you take them one by one; will you take first Rule (a)?—Rule (a) is practically unchanged from the present rule, being the well-established single prolonged blast for a steam vessel under way. Why I should like to allude to that is that the principle followed by the Sound Signal Committee was that all steam vessels under way, or at sea, even anchored, should still sound this one prolonged blast as their first signal; but that any what we might call communication signals, communicating a sentence between any two vessels, must not be allowed to interfere with the one prolonged blast that is known all over the world, because that is the character, and still to be kept the character, for a steam vessel at sea.

212. Then signal (b), did that signal emanate from the London Rule of the Road Committee?—That has been asked for over and over again. There has been a legal signal in the United States waters for years; it is not exactly of the same character as this, but it is generally felt by seamen that when a vessel is stationary and therefore unable to manœuvre the same as a vessel that has way on and steam up to act upon her rudder, she should be able to defend herself,

in

Chairman—continued.

in fact, by some other signal; and therefore the London Rule of the Road Committee suggested (and it was the only signal, in fact, that they suggested) that it should be added to the rules before we went to Washington. At the Washington Conference it was tabled early in the proceedings as a proposed amendment, to come before the conference in ordinary course; consequently it was not mentioned in the Sound Signal Committee's first report. The signal came before the conference, where it was discussed on the 8th of November, and carried with practically no criticism whatever. That was when for the first time the principles of sound signals was discussed at all. Then it was again brought up before the conference, after a second report of the Sound Signal Committee, again considered on the 2nd of December, and carried without opposition. If you will allow me, before we pass to (c), I may say that this signal, as you will see if you refer to page 22 of the correspondence with the Board of Trade, has been approved by the Liverpool Mercantile Marine Service Association.

213. Was the committee which contested this rule and the previous one, and indeed the others, a committee mostly of practical seamen, or almost entirely of practical seamen?—That question was asked of Sir Charles Hall, and he forgot for a moment the position that the only member of that Sound Signal Committee, who was not a seaman, occupied. Previously to going to Washington the northern maritime powers assembled at Copenhagen, where they constituted the International Mercantile Merchant Shipping Commission. They practically considered a good many of the subjects that would have to be discussed at Washington, and in fact prepared a paper, I suppose something like our London Rule of the Road Committee did. The chairman of the Copenhagen Chamber of Commerce was the chairman of the commission, and the other members were the manager of the Copenhagen Marine Insurance Association, the inspector of the Bureau Veritas, and the chief registrar of shipping. The chief registrar of shipping was Mr. Schneider, and therefore that was practically the reason, I expect, why he was put upon the Sound Signal Committee at Washington, as being thoroughly conversant with the subject, and as practically representing the northern powers.

214. And he was the only person on that committee who was not himself a practical seaman?—Yes.

215. Now we come to Rule (c), if you please?—That is the sailing vessel's signal; I should like to point out that a great deal has been said in opposition to these proposed signals on account of their number; but I think a mistake has crept in there. By the old rule, Article 12, there are only three headings (a), (b), and (c), and at first sight it looks as if there were only three signals; but this present (c) comprises three sailing ship's signals, and therefore that makes five altogether. There is also a legal sound signal in fog for trawlers and drift net boats, so long as they are attached to their nets in fishing; so that, practically, there are six legal signals for use in fog at the present moment. Now, if you will allow me to compare that with what is proposed

Chairman—continued.

I think it will clear the ground. In addition to those six, we have, practically, given three more signals for vessels that will generally be met with at sea. Then there are two what we call answering signals, for a vessel not under command and for a telegraph ship, vessels you may sometimes come across. Therefore, the whole of the signals now proposed, as compared with the present system, is as 11 to 6, and not 11 to 3.

216. May I put it in this way: that in fact there are already six sound signals for fog?—Yes.

217. That if the Washington Conference recommendations were accepted there would be added to those six signals three for ordinary use?—Yes.

218. And two for exceptional use?—Yes. I may say further now that in that I am talking about compulsory sound signals for fog to indicate the character of the vessel. There is the other signal, the communication signal; but that is not legal; it may be used, but it is an optional signal.

219. You mean that it is not compulsory?—It is not compulsory, and it need not be learnt; if any seaman thinks it is confusing and does not want to learn it he may leave it alone.

220. We have done now with signals (*a*), (*b*), and (*c*). Now as regards signal (*d*); what do you say with regard to that?—Signal (*d*) is the same as before. It has only been altered from sounding two minutes as it was in the olden days, as the speed of vessels has increased. With the large vessels in the harbour that the vessel is approaching, although the approaching vessel easies down coming into the anchorage ground, it was thought that two minutes was too long an interval for the bell. It was known that we cannot increase the size of the bell; we have recommended that it should be increased so as to give more sound, but I am afraid that will not be carried out for years. The consequence was, that at Washington we got over the difficulty by making them for the future have to sound their bell every minute.

221. Then, in fact, this is merely the old signal, but re-worded in order to suit the modern requirements?—Yes. At present the legal signal is given every two minutes; in the future we hope it will be every minute. And I believe there is no objection to it.

222. Then we come to signal (*e*)?—I must own that signal (*e*) is a child of my own. It arose in 1888 through a P. and O. steamer being at anchor in a fog in the Channel in the fairway. Luckily, she escaped without accident; but it was a fact that she swung round with the tide, and, therefore, for 20 minutes or so she was broadside on, 500 feet in length, to the whole Channel passing trade. Until you can stop vessels from moving at all in a fog (which is impossible) I hope this signal will be allowed. It was passed by the Sound Signal Committee; they considered that such a vessel presented a special danger. The vessel is in this position: she is sure to have her steam up; she is only anchored temporarily, and yet, if she makes any sound at all, she will be condemned by the courts, unless it is ringing her bell; if a collision occurs through her making any other signal than ringing the bell she will run the risk of being condemned. The difficulty was, what signal to give her. She must

Chairman—continued.

must still legally ring her bell, because she is at anchor; we cannot get over the anchor signal in (d). Then the Sound Signal Committee said: Very well, she is at anchor, but she is also a steamship under way, but not moving through the water. Make her sound the two signals; make her sound the signal for a steamer stopped and having no way upon her, and the present legal fog signal. This same signal was also founded on what has been law for years in the fishing trade. The sound signal of a fishing vessel you will find in the Regulations in Force, Article 10, paragraph (g) [C. 6869], page 151: "In fog, mist, or falling snow, a drift net vessel attached to her nets, and a vessel when trawling, dredging, or fishing, with any kind of drag net, and a vessel employed in line fishing, with her lines out, shall, at intervals of not more than two minutes, make a blast with her fog-horn, and ring her bell alternately." You see she is practically anchored by her nets; she rings her bell as the anchor signal, but she also gives something else to say: "Here is a vessel attached to the bottom in not an ordinary anchorage ground, and she cannot get out of the way." It was considered at the Sound Signal Committee that we could attach those two signals.

223. It was founded upon the signals now used by fishing vessels in their trawling, or in a similar situation?—Yes. A good deal has been said to the effect that this signal will clash with another signal, the two-blast fog-horn signal, and I will explain further on that the one is for fog and the other is for clear weather; but I may compare the signal to this fishing signal. There undoubtedly, there is the one blast of the fishermen's fog-horn sounded, and it is precisely the same as the one-blast of a sailing vessel on the starboard tack during a fog; it is also precisely the same as the one-blast helm signal for fine weather; but it has been the law for years, and I have never heard of any accident that has occurred or any objection that has been taken to it.

224. Was the committee unanimous or practically unanimous upon its recommendation?—Not only was the committee unanimous, but it was passed by the Conference, unanimously.

225. By the committee, I mean the Sound Signal Committee, the smaller committee as opposed to the Conference, which is the assembly of all the delegates?—Yes.

226. You say that it was unanimously accepted both by the small committee and by the Conference?—No; let me correct myself. You will find upon reference to [C. 6255], 1891, page 27, that after a long debate it was carried by 12 votes to eight. They all admitted the danger, but eight objected to the principle of the signal.

227. That is at the Conference?—That is at the Conference. If you look at page 27, you will find the countries that voted against it; it was rather a strong vote against it on the principle; Belgium, China, Chili, France, Germany, Russia, Spain, and Sweden.

228 And which countries were for it?—Austria-Hungary, Denmark, Great Britain, Hawaii, Italy, Japan, Mexico, Norway, Portugal, Siam, the Netherlands, and the United States.

229. You have now named the representatives

Chairman—continued.

of 20 nations who voted one way or the other; I want to know what the remainder did?—They were either not present or did not vote. The number of nations represented was 27.

230. Twenty out of 27 took part in the voting?—Yes.

231. When you say they all admitted the danger, do you mean the danger of the rule, or the danger of the situation which the rule was intended to cover?—The danger of the situation; but they objected to the principle of the signal. If you read it, it is practically introducing a second signal for a vessel at anchor.

232. Is this Rule (e), the one we have now been speaking about, a signal which would only be of occasional use, or would it be of constant use?—Of course if any seaman is considering himself at danger, and if he has got a gun on board, he fires it, or he makes some noise. We know in the Sound Signal Committee that in every one of these cases that we have allotted signals to, the vessels that find themselves in that situation at the present moment give a noise, but it is not accepted, and is not known generally amongst the trade; and we thought it better, while we were considering it, to give them a certain character establishing it for all time.

233. Then the next Rule is (f); that is the towing signal, is it not?—Yes. There was more debate, practically, upon the towing signal, I think, than any other. The principle was adopted, but there was a difference of opinion about introducing sailing vessels as well as steam vessels towing; but although it occupies a great number of pages of the Blue Book, on page 49 of that same Parliamentary Paper, [C. 6255], 1891, you will find that the towing signal for steam vessels was carried unanimously. Then, on page 57, you will see that after a long debate as to whether it was to include sailing vessels towing, that was carried by 18 to five. With regard to the optional signal for vessels towed, there was a long debate upon that touching the danger of approaching a vessel in tow, with perhaps one, or eight, or 10 vessels behind her, as is the custom in the United States waters. They have had the towing signal for ages there, and I forget now what signal they make the tow give, but that was carried by 22 to one, as you will see on page 60. I think it was France that objected. I may say about the towing, that in the correspondence you will find on page 22, the Mercantile Marine Service Association approve. On page 12 of the evidence taken before the London Rule of the Road Committee Captain Peel approves it; and you will find that it is asked for by vessels that are experiencing now the dangers they are running. I may say further, that on the east coast there is a large trade springing up now of buying up old steam vessels and practically turning them into barges; there are cruising about on the east coast vessels of 1,000 or 2,000 tons, full of coal and being towed, and the proprietors of the tugs are demanding a signal. You will find that on pages 53 to 56 of the correspondence with the Board of Trade, and on page 96.

234. Is there anything further that you wish to

Chairman—continued.

to say about signal (*f*)?—As to the character of the signal, I may say that the United States signal for a vessel engaged in towing is three blasts in quick succession every minute. This is a fog signal which is practically the same as the signal of a steam vessel going astern; but they appear not to be confusing in their waters. However, we were working at Washington in the United States, and we wanted to adopt their same signal; it was well considered, but we refused to do so; we decided that the towing vessel must give her one prolonged blast, and then that is how those two short blasts come in, because three blasts is the United States signal now, and we gave her three blasts, but made the first one prolonged. It might be said, why did we not give three prolonged blasts. We dwelt very much upon it, both in the Sound Signal Committee and in the conference. It is a well known thing that these blasts are deafening to the officers in command of the vessel that makes them. You must not tax their ears or they cannot hear another approaching vessel, and therefore we have considered them all through; and that is why we have attached those two short blasts. We considered it very wrong to give anybody who is manœuvring the three prolonged blasts, or four. We should like to have done so; it would have simplified the whole rhythm of the signals very much, but we could not do it.

235. Then the next is Rule (*g*), the signal which means "The way is off my vessel; you may feel your way past me"; I believe this is an optional signal, too?—Yes, this is an optional signal.

236. Did that emanate from the Board of Trade International Signal Book Committee of 1889?—About the same time that we were considering the rule of the road at sea there was a demand, mostly emanating, I might say, from inventors (and it is going on to the present day), for the International Signal Book to be used not only by day, but by night. The Board of Trade invited the opinions of the mercantile marine by a circular of the 11th of March 1889, which is to be found in [C. 6132], 1890, at page 167, regarding the introduction of course-indicating sound signals and the use of special signals. The reason of the general disapproval of night signals, in connection with the International Signal Book, is that it takes off the attention of the officer of the watch on board the vessel instead of his looking after his own ship. The replies were generally condemnatory of the course-indicating sound signals, but 49 masters or shipping associations, including the Peninsular and Oriental Company, and the Cunard Company, advised the introduction of this (*g*) signal. That was the only one that they asked for amongst the half-dozen that the Board of Trade had picked out. There were such as, "You are running into danger," and signals like that; but nobody chose them; not one master chose anything but this (*g*) signal. The Washington Signal Committee considered this signal important in connection with old Article 13, if you will refer to it, and new Article 16. I am obliged to allude to this Article, although I believe it is not before you, because there was a very long debate upon what "moderate speed"

Chairman—continued.

means, which has been carried on in the Press for years in all countries. At Washington, at the conference, the arguments went on the principle that, if you strictly define what "moderate speed" means you are taking the command of the vessel out of the officer's hand, and that he must still remain responsible for conducting his ship, and for the rate that he runs at in fog. How we got out of it was that to the old rule, which is, "every ship, whether a sailing ship or a steamship, shall, in a fog, mist, or falling snow, go at a moderate speed"; we have added words so that the proposed rule will read: "Every vessel shall, in a fog, mist, falling snow, or heavy rainstorms, go at a moderate speed, having careful regard to the existing circumstances and conditions." You may say that that does not alter much; but now we have added further: "A steam vessel, hearing apparently forward of her beam the fog-signal of a vessel the position of which is not ascertained, shall, so far as the circumstances of the case admit, stop her engines and then navigate with caution until danger of collision is over." That is a very important new rule.

237. That is not a sound signal rule?—No.

238. We need not, then, go into it in detail?—I have finished it now; but I am obliged to show you how this fog signal rule will work, and in consequence the legal position that a captain will be in in future as the result of having stopped his ship. Then will come in this signal.

239. You mean that the value of this signal is to be understood by reference to the other which you have quoted?—Yes, it will be more than ever more important than it is now.

240. I think I understand that the discussion turned in the conference more upon whether the signal should be adopted in the Regulations?—Yes; you will find, on page 70 of the Proceedings, that the adoption of the signal was carried unanimously.

241. You mean the character of the signal?—Yes; but on the question whether to introduce it into the Regulations there was a long debate, and upon page 69 you will find that it was only carried by 15 to 4. The four were France, Germany, Spain, and Sweden. The reason, I may say, that the signal appears where it is is to bring it into prominent notice as quickly as possible; it need not be there; it is not a rule of the road signal; it is a Signal Book signal; but it is introduced there to bring it prominently into notice. We practically know that the International Signal Book cannot possibly go the round of the powers for international agreement for the next five or six years; therefore, as it would not be brought into notice for that time, we put it in the Rule of the Road Regulations.

242. Now, can we go to Rules (*h*) and (*i*); signal (*h*) is for a telegraph vessel, and (*i*) for a vessel not under command?—I think, with your permission, it would be quicker to take those two together in giving you the history of them.

243. If you please?—(*h*) is a signal for a telegraph vessel; (*i*) for a vessel not under command. These signals are answering signals; they are only to be sounded in reply to the fog signal of an approaching vessel; at other times such vessels would make the one prolonged blast

Chairman—continued.

signal. I may say that these signals were not included in those recommended by the Sound Signal Committee's second report. In their view the detonating signal in Article 12, which is a new signal, was sufficient, and they did not wish to add to the number of signals.

244. Will you read Article 12, if you please?—"Every vessel may, if necessary, in order to attract attention, in addition to the lights which she is by these rules required to carry, show a flare-up light, or use any detonating signal that cannot be mistaken for a distress signal." We thought that although we would have been in favour of two signals for these two character vessels, we had recommended signals enough, and that they had better be brought into play first, and therefore we hedged back, you may say, and did not recommend signals for these two character vessels. But after a discussion in the conference, Germany proposed signals for these two special cases; then it was decided to refer the case to the Sound Signal Committee to choose suitable signals, and the reference to it was carried by 15 to 4. If you read through the debates you will find that, speaking on behalf of the Sound Signal Committee, I continuously made very strong protests that we should have no more signals.

Mr. *Penrose Fitz Gerald.*

245. Against having any more signals?—Yes, against having any more signals. But when it was carried by the conference I considered the matter, and the only way out of it, I may say, was that I proposed to my committee that they should not have signals to be always sounding continuously; but that in case of danger, in case a vessel is approaching near enough for the commander to consider that he ought to define his character, "I am laying a cable," or, "I have picked up a cable and am anchored to it," or, "My vessel is not under command, and I cannot get out of your way"; then we should give them these signals to define that.

Chairman.

246. May I ask you this: In the first place your Committee recommended these two signals?—Yes, when it was referred back to us.

247. And then were they adopted by the conference unanimously?—They were both adopted by the conference unanimously.

248. Upon the condition that they were only to be answering signals?—Yes, that was it. The conference at once saw the principle that we had proposed, and I am sure several of them were very glad to get out of it in that way. I may say that the four-blast signal for vessels unable to manœuvre as required by these rules is the same as that which has been in use on the Thames for years. It is a well-understood and well-known signal; the whole trade of London use it; and there has been no trouble with it and no complaint. And that is how the first blast came to be short. You see we have departed from the principle that we laid down, that a steamer moving must have a prolonged blast for her first blast, but this is the only time that we departed from that principle.

249. Is this signal applicable to sailing vessels as well as to steam-ships?—Yes, and that was also a consideration to us. I am sorry to say that the fog-horns are very poor things indeed, and there are still vessels cruising about with a horn that is only like one used on a coach, which perhaps not one man on board can blow. Therewe could not give a crippled sailing ship anything but four short blasts.

Chairman—continued.

250. I think we have now gone through these different rules from (a) down to (i); will you be kind enough to tell the Committee the general conclusions that you have come to in regard to this matter?—Throughout my work at the Board of Trade every proposal for a new fog signal necessarily comes before me; therefore during the 15 years that I have been there I have had to keep my attention very closely to these matters; and my conclusion is that with the large and increasing steam traffic at sea the present single fog signal for a steam vessel at sea is insufficient, both for the protection of the vessels, their cargo and the people on board of them, and that the time has arrived when it has become necessary that those in charge of vessels presenting more than ordinary danger should be able during fog (as they are now by means of lights on fine nights) to proclaim to an approaching vessel the special character they present. It is also desirable that those in charge of the approaching vessel should know the character of the danger they are nearing; whether it is an ordinary steam vessel or one of a special character. The literature, as I said, presented to us at Washington, was very voluminous, but the literature at the Board of Trade on proposals of this kind is very voluminous also. In proposing the new signals the principle has been, both at London Rule of the Road Committee and at Washington, to discard all that we possibly could, and only to introduce those of undoubted necessity for the general protection of the growing trade. To my mind, if you will allow me to say so, it is an unjust aspersion on the skilful and expert officers of the Mercantile Marine, both Home and Foreign, to suppose for a moment that they are so wanting in ability as to be unable to remember the plain fact that any additional number of sounds following the one well-known prolonged blast of a steam vessel at sea is a warning that the vessel sounding it is of a special character. I go further, and am confident that the signals proposed will be readily learnt and adopted, and will prove a boon to life and property at sea.

251. This Committee has been appointed, as you know, to consider the objections which have been raised to the proposed adoption of these new signals. Of course you have had to consider those objections?—Yes.

252. We should like to hear any remarks you may have to make regarding them?—As to the opposition, I wish to point out that the main argument of those opposed to the additional signals appears to be based on the erroneous idea that they are manœuvring signals, and not merely character signals; and I would like to refer to some of the correspondence. On page 11 of the Board of Trade correspondence, some of the objectors, notably the Liverpool Steamship Owners' Association, in their letter of the 21st March 1894, and again on the 17th August 1894,

Chairman—continued.

1894, have, in my opinion, very largely confused the question by coupling the proposed compulsory character fog signals with the helm or manœuvring signals for vessels in sight of one another. These two systems are quite distinct. In clear weather the fog signals will not be in use. During fog, if any one sounds any one of them it will be illegal to use the helm signals, and he would risk coming before the courts. I should like, by reference to page 41 of the Board of Trade correspondence, to show that the Liverpool Steamship Owners' Association, in their latter letter of the 17th of August, further connect these two classes of signals in quoting a report of a Board of United States naval officers who considered the alterations proposed by the London Rule of the Road Committee of 1890. That was our first alteration when we wanted to put a "Not under Command" signal into (*b*). The Board in their report disagreed with the proposal of the London Rule of the Road Committee to couple (*i*) with (*b*); and, regarding the fog signals, were of opinion, "that the rule should stand as presented by the Washington Conference." The compulsory sound signals which they disapproved of, to which the Liverpool Steamship Owners allude, were the helm signals of Article 28, for vessels in sight of one another, not the fog signals under Article 15.

253. Sir Charles Hall, when he was before us, drew a distinction between the confusion that might arise and the danger that might be supposed to arise from the use of these signals; what have you to say about that?—Of the sound signals and the helm signals?

254. The fog signals, which we have to consider?—I would ask any one of the honourable Members to put themselves in the position by shutting their eyes, then they would be in the fog. They might then hear two signals of two vessels that are not in a fog, but those signals could not confuse them, because it is only in the case of a vessel approaching near enough to risk collision, for which the rule of the road gives regulations, then she would be in a fog, too, and she could not be giving those helm signals legally.

255. You are speaking now of a vessel in a fog hearing the helm signals of a vessel outside the fog?—Yes, if any vessel is coming near enough to her to risk collision she must be in the fog also.

256. Supposing that there is a fog extending for miles, and that one vessel in the fog hears a great number of these different signals, being in a crowded way, do you agree that she would be liable to be confused by the sound from the multitude of signals that are being given?—Then it is only a matter of caution to her; I hear of no confusion now, and that is a pretty good proof that there is none. And I may say that the sounds that go on at sea during fog at present are a continuous screech, practically; the towing signals round our coast of Great Britain, instead of the one prolonged blast, are a continuous screech the whole time that the towing vessel, with a tow behind her, is in the fog.

257. Do you think there is anything in the view that the addition of these fresh fog signals would lead to danger?—Most decidedly not. If you will allow me to turn that question, the danger that presents itself to my mind is the danger of a careless or inexperienced master not making the proper signal, and being run into the courts; that is how a great part of this opposition has arisen in my mind. The masters are in danger (they are in danger now) and in great fear of the courts.

Mr. *Penrose FitzGerald.*

258. In danger of their certificate?—In danger of their certificate, and they are afraid they will be in more danger with these extra signals. But as against that I say that these signals will give them considerable relief and lessen the danger of collision at sea.

Chairman.

259. You have already said that you are not apprehensive of their not being able to master these signals?—The new signals they have got to learn are three. If you couple those two answering ones, there are five. In my opinion the signals have not been thoroughly studied by the opponents.

260. I do not know whether you can tell us about two matters that were mentioned on the last occasion that we met; the first was about the multitude of signals in New York Harbour?—Yes; the Board of Trade, have, in consequence of your application, telegraphed to the consul, but they have not got the reply yet. They have written to the principal officer of the Board of Trade, Marine Department, at Liverpool, requesting him to gather from some of the commanders what the fog signals in New York Harbour are, and I can hand in the reply (*handing in the same*).

261. Will you please read it?—"Dear Sir,—In reply to yours of yesterday, I beg to say that I have made inquiries of the captains of the 'Teutonic' and 'Tauric,' and from what they say it appears there are no printed regulations now in use with regard to fog signals in New York Harbour, but that the following signals are always used in fogs, and are looked on by constant use as compulsory. One blast about every two minutes, as a warning; three short blasts by a vessel towing another, and an additional blast for each extra vessel towed, if exceeding 300 feet in length, vessel and rope; three long blasts 'I am going astern'; four blasts 'I am stopped, feel your way past me'; one blast 'Am porting my helm'; two blasts 'Am starboarding my helm.' The last two signals are also used when the vessels are in sight of one another. I cannot get a satisfactory answer to the question of, 'How do you distinguish in a fog between the one blast as a warning, and the one blast for 'I am porting.' They tell me that the ferries on the New York rivers have signals of their own." (That I can confirm. Each of the ferry boats running across has a special whistle, and they thoroughly know each other's vessels, the same as at Liverpool.) "Beyond this they say no other fog signals are used in New York Harbour."

Chairman—continued.

262. Do you know yourself whether they are really worked satisfactorily in New York Harbour?—They are certainly working satisfactorily, because they know each other so well. But I may say that one of the reasons for calling the International Conference at Washington together was (under the rose) for the United States to get a really good system of International rules ready for adoption. In the United States waters there was a good deal of confusion, and there is a good deal of confusion at the present day.

263. Is that because of different signals prevailing in different parts of the United States?—Yes, I may say that only a month ago we received a copy at the Board of Trade, of a new regulation passed by Congress for the lakes, and there they have got a different system from what they have on the coast.

Mr. *Penrose FitzGerald.*

264. The subject which is referred to us is the objections which have been made to the proposed alterations; I will only ask you one question; I take it for granted that you are acquainted with all those objections, and have read through this mass of them?—I have practically read them; I may have slipped one or two.

265. In your opinion are there any of the objections that are really of any value; do you think that there is any possibility of their being of any value with regard to safety in the adoption of the new rules?—No, I am strongly of opinion that instead of being more dangerous the adoption of these new signals will render navigation safer.

266. You yourself, from your own experience, are entirely in favour of this adoption?—I am of this opinion: that if the signals do not come into force now they must come into force within a few years. My own opinion was, as I said at the Sound Signal Committee, that I should have been quite content to leave out one or two of them for a few years, and let them come gradually into force. The only opponents of any force that I see are Germany and the Netherlands (the Netherlands is very vague). I know what is at the bottom of Germany's opposition, and that is, that pressure has been brought to bear upon Germany, the same as pressure is being brought to bear on the Board of Trade by our East Coast fishermen in connection with the new steam trawlers. We have at Washington given the right of way (and they are the only vessels that have the right of way; I was against it myself) to the sailing fishing boat over the sailing ship. Immediately that was given the steam fishing boats now are pressing for the right of way over sailing ships; and you will find in correspondence that the Board of Trade have been advised strongly against that, but they have practically promised Germany to go as far as giving the right of way to a steam trawler over steamers.

267. I rather alluded to the opposition of England. I will only ask you one other question for our information. You are quite up to date of course with all these subjects; will you tell the Committee whether you see any change in the objections latterly, since the public at Liverpool and elsewhere who objected have become better acquainted with these new rules?—The objections were principally against other parts of the rule at first. Since then they have educated themselves up, I may say, to accepting other rules, and the objections have clung to Article 15; you will find that several captains were before the Rule of Road Committee, and their evidence did not bear upon Article 15; it was more upon the other articles.

Mr. *Penrose FitzGerald*—continued.

268. I only wanted to know whether the objections are growing in sense or in strength in your opinion?—No, I think it is the other way.

Admiral *Field.*

269. With your great experience in command of ships in thick weather, have you, as a naval officer, felt the necessity of an addition to the then existing fog signals?—Strongly, of a towing signal.

270. Apart from the towing signal?—Apart from the towing signal I have never come across a ship not under command, I have never come across a telegraph vessel, and I have never come across a ship in the dangerous position of being at anchor in a crowded thoroughfare where she ought not to be, and is not expected to be.

271. May I ask you: do you share the views which Sir Charles Hall told us (at least I understood him to say so) were shared if not by all at least by the majority of the London Rule of the Road Committee, that (*b*) and (*i*) signals could be usefully blended: (*b*) a vessel under weigh but stopped and having no way upon her, two prolonged blasts; and (*i*) a vessel not under command, four short blasts?—I was one of the London Rule of the Road Committee that accepted it.

272. Then you still would approve of blending those two signals if it could be done with the consent of other nations?—If you ask me my private opinion as a seaman, I would sooner keep them separate.

273. May I ask you, are you not of opinion with Sir Charles Hall, that they might be blended?—They might be blended, but I would prefer their not blending them. There would be no confusion, no danger at all events, in blending them.

274. Then by that means you would get rid of these four short blasts, and you would still stick to the two prolonged blasts?—I am perfectly certain, whether the signal (*i*) is there or not, that any captain who trades in the London river, if he finds himself in the disagreeable position of being not under command when he is out on the ocean, will give the same signal that he is allowed to give by law in the London river, which is signal (*i*).

275. Still I think I may hold you to your opinion, that you are not opposed to blending those two signals. There is great opposition you understand to increasing the number of signals?—I am perfectly certain that if this Select Committee propose the blending of (*b*) and (*i*), the whole of the rule of the road as an international rule for ships at sea will go by the board.

Chairman.

276. You mean that foreign nations will not accept

Chairman—continued.

accept it?—Foreign nations will never have it; the United States will never have it.

Admiral *Field.*

277. I thought that Germany had recently intimated approval of blending those two; at first she was opposed to it?—But Germany is only one power.

278. I know that Germany is only one power, but we have it from yourself that you personally, in common with Sir Charles Hall, are not opposed to blending (*h*) and (*i*)?—I say that I prefer leaving them separate, as a sailor. I might go further in helping you; I say that if that signal (*i*) was not known by about a quarter of the seamen of the world, I should not so much like it; but knowing that a quarter of the seamen of the world know the signal and are using the signal, I accept it as a first rate signal.

279. May I ask you whether you are not of opinion that merchant seamen, who probably would be on the look-out for the report of signals that they should hear in fog, would not be likely to be confused in trying to distinguish prolonged blasts and short blasts. There are three signals here: (*f*) but with three blasts, one prolonged and two short; (*g*) "way off my vessel," one short, one prolonged, and then a short; and the telegraph ships (*h*), three prolonged blasts. What I ask is, seeing that merchant vessels as a rule have no proper signal staff, is it not likely to confuse the minds of merchant seamen who might be on the look-out to have three blasts, the only difference of which is that some are inverted, short put before long, or long put before short, or two longs and a short? — You see anything beyond the one blast is caution. It does not matter to me whether I have got to feel my way past a vessel in tow, or feel my way past a telegraph ship, or feel my way past a vessel not under command; whatever is more than the one blast is a caution to me, and I must so take it. But I would say this: that on the Mersey there are a number of private signals known to the whole trade. There is the "Wish you a pleasant voyage" sounded regularly as vessels go in and out of the Mersey; there is "Glad to see you back again"; there is "Hip, hip, hip, hurrah"; that is a common signal all over our coasts. There is no difficulty whatever in distinguishing between a prolonged blast and a short one. In fact, there is a steamer that comes up here every afternoon nearly that sounds a prolonged blast under your windows, and there is no difficulty in knowing that it is a prolonged blast.

280. You are aware that there is great opposition among shipowners, to say nothing of ship captains, to having this considerable addition to the number of fog signals; may I ask you whether you are of opinion that there would be any mischief in seeking to combine the signals (*f*) "vessel towing," with signal (*h*) "telegraph ship," seeing that there are for "vessel towing" three blasts, one long and two short, and for "telegraph ship" three long blasts?—Each of these vessels has a cable astern of her, and they are both three sounds. Supposing they do confuse them, supposing that instead of a towing ship, as I think she is, I come across a telegraph ship, I have got to take the same caution.

Admiral *Field*—continued.

Supposing I come across a telegraph ship and think she has got something in tow, I still do not go close to her stern. It is much the same thing. But as to telegraph ships, how many are there? About a dozen in the world. I suppose no seaman has ever come across more than one in his lifetime. Practically, that signal can be pushed away, so far as the ordinary mariners go. But now think of the telegraph men; when they had lights, they had three lights, and the Board of Trade were obliged to alter those lights because they were coupled with the "not under command"; they used to use the "not under command" lights; but so many vessels ran down to them to see if they wanted relief, came close to them poking about under their stern, that we had to alter the lights. That is how you cannot combine the telegraph ship and vessel not under command if you give sound signals at all.

281. But if the number of telegraph ships, as you rightly observe, is so few, and the towing is the more important difficulty to indicate with sound signals, could you not afford to sweep away the signal for a telegraph ship in fog, and let the telegraph ship rest in that position under the signal as if towing, and then we should get rid of three prolonged blasts?—If you will allow me to say so, she is not always having her cable out behind her. When they are repairing it is hove up to the bow; so that the few vessels that are laying and picking up cables do want protection. If you will allow me, I would refer you to some pages in the correspondence as to the demand that is made for this telegraph cable signal. You will find at pages 3 and 4 of the correspondence with the Board of Trade, Captain Schenk; at page 141, the Telegraph Maintenance Company; page 149, the Eastern Extension Company; page 151, the Eastern Telegraph Company; and at page 174 there is a very long letter again from Captain Schenk (he writes from a telegraph cable ship; I do not know whether it is in Canadian waters or United States waters), all demanding protection.

282. No doubt; I can understand their demanding protection, but it is our duty to bear in mind that we are appointed here to consider the objections to these signals, which you are aware, no doubt, have been thought out and very ably supported by professional opinion; our duty is to see whether it is possible to eliminate some of these signals so as to meet the objections; and therefore I want rather to press you upon the point whether you are not of opinion that a telegraph ship would be sufficiently protected if the towing signal was made to apply to a vessel towing or connected with the telegraph?—I think not.

Mr. *Richardson.*

283. Have you read letter No. 55, page 51 of the correspondence from the secretary of the Liverpool Steamship Owners' Association, which is dated September 20th, 1894, in which he says that the representatives of 64 per cent. of the whole shipping of the world objected to the new rules, while the representatives of only 29 per cent. approve of the new rules; I want to ask whether the Board of Trade have verified those percentages, and whether they remain in your opinion the same to day as they did on 20th

Mr. *Richardson*—continued.

September, because I understood you to say that the objections were not so strong as they were, but that there had been some change in public opinion respecting them?—I may say that I have not considered that letter.

284. Do you not consider it a very important letter for the Board of Trade to consider?—I may say, as regards the Board of Trade, although I am a member of the Rule of the Road Committee, I am not the adviser of the Board of Trade on this correspondence; I am in another Department.

285. Then I shall get that out of some other witness perhaps; could you tell us who that would be, who is the adviser to the Board of Trade?—The Marine Department.

286. Could you give the name of the gentleman?—Mr. Walker is the chief secretary.

Chairman.

287. You were going to make an observation, I think, about the statement made in the letter?—I know it is generally accepted at the Board of Trade that these figures are very misleading, but I have not seen the official papers. I think the letter is not altogether against the sound signals but the proposed new rules.

Mr. *Richardson.*

288. That is so; but do not the new rules embrace the sound signals?—As I have shown you in a previous letter, this same association has mixed up the manœuvring signals with the character signals; and I state at once that I do not think they have considered the matter as fully as they ought to have done.

Mr. *Cayzer.*

289. Sir Charles Hall told us the other day that although these new fog signals might be confusing they would not lead to danger; do you agree with him in that statement?—Totally; there is not one of them that will lead to danger to the vessel, or the people on board of her.

290. Not although they might be confused by the blasts?—For the moment, as they are brought into play, they might be mistaken; but I say that it does not matter if they are mistaken.

291. Then I should like to ask you whether a master in charge of a vessel, say close to Dungeness, the North-west Light Ship, or the entrance to Yarmouth Roads, in thick weather, with perhaps a dozen other vessels trying to feel their way past, and with all these large numbers of vessels, say, within a radius of an eighth of a mile, would not be likely to be confused, and danger would arise from these confusing sounds, this babel of sounds that would be produced?—Not more so than he is confused at the present moment; he would be less confused by distinct character signals than he is confused now by illegal signals, as we may say.

292. You have told us that a master, if he did not know these signals perfectly, might be afraid of what might come from an inquiry in the court with regard to his certificate, and these numerous sounds round about him would be likely to make him more nervous, and, I should contend, lead to danger; would you not think so?—The only

Mr. *Cayzer*—continued.

two extra signals that he will, practically, hear are "steam vessel under way, but stopped," when by the new rules he will stop himself, and the other vessels will have to stop if they are ahead. Instead of hearing the one blast of the moving vessel he will hear two, or else it will be a vessel in tow.

293. I may take it that it is your opinion that although he is confused with all these sounds, and there is the possibility that if he makes a mistake his certificate will be suspended and his means of livelihood taken from him, this multiplicity of sounds will not lead to danger?—I am strongly of opinion that it will not lead to danger, and I am certain that, as soon as they are introduced and known, the masters will be perhaps clearer of the courts than they are now.

294. You said that, although you were quite content with all these new fog signals, and that you approved of them, you would be quite content to leave one or two out; would you tell us which are those you would leave?—I think I can scarcely pick out any now, because the ones I would pick out would be the telegraph vessel and the vessel not under command. I say that as an ordinary navigator myself approaching those vessels; but I cannot recommend either of those being taken out, because they are wanted for the defence of the vessels.

295. I would like to ask you another question as a principal officer of the Board of Trade; you have stated that the blasts are deafening to the officer in command, and as we all know that the steam whistle is behind him on the bridge; did your committee consider the advisability of putting this steam whistle in the fore part of the vessel or in some other place where it would not lead to so deafening the officer that he would not be able to distinguish the short and long blasts?—We gave a distinct recommendation on that point. I know we have recommended that. You will find it in our recommendation. We pointed out the deafening noise of a steamer stopped and blowing off her steam; and we recommended that the attention of the Board of Trade and foreign countries should be directed to a means of blowing off so as to get rid of that noise, by blowing off through the water.

296. That is right, but not quite the question; I want to know whether you would remove the steam whistle to another part of the vessel, whether you would put it further forward say, so that he should not be deafened?—If that can be done it would be very desirable.

297. There is no recommendation from the committee to that effect, is there?—No.

298. You told us that the fog horns (and I know it from personal experience) are very imperfect in many ships; is there any recommendation by your committee that the fog horn (and I would couple with it that the steam whistles of a barge) and ships bells should be of a uniform size and power?—No, we recommended strongly that they should be improved.

299. Not of a uniform size?—No.

300. Do the Board of Trade make any inspection of these appliances at present?—Yes, they inspect them; but I know they have great difficulties in that way; they inspect vessels lights;

Mr. *Cayzer*—continued.

lights; but they cannot get a uniform light, much less a uniform bell.

301. It would be quite competent to have a uniform bell, fog-horns, and steam whistles for all ships, would it not?—It would be very useful if they could be improved.

Mr. *Williamson.*

302. I understood you to say that there may be confusion, specially in narrow waters, from a number of vessels and one vessel hearing many fog signals around, particularly from the effect on the officers on the watch of deafening long blasts, but that notwithstanding the confusion thereby caused you still think that it would only lead to additional caution, and so it might minimise the risk instead of increasing it?—I distinctly am of that opinion.

303. That although the confusion may be great, still you think the effect would be to lessen the danger, and not to increase it, from the caution necessary?—The confusion would not be greater than it is at present.

Sir *George Baden-Powell.*

304. In the first place on Rule (*e*) I think you stated that it was started on the analogy of the fishing boats?—Yes.

305. The fishing boats, of course, are not technically at anchor?—No.

306. In many cases they would be drifting with the tide?—Yes.

307. And I daresay you have heard the objection that these rules do not absolutely distinguish between the only three conditions that a vessel can be in, namely, "under control," "not under control," and "at anchor," I want to know whether those three possibilities were carefully considered by the committee when drafting the blasts?—The "under control" would be (*a*).

308. Under way?—Yes.

309. Having way upon them?—Yes.

310. Then there is having no way, and not being at anchor?—Yes.

311. And then there is being at anchor?—Yes; and there are signals for each of those cases.

312. The objection that is taken according to what has been sent in to me, is that these rules they do not distinguish between those three classes of conditions under which a ship can be; that is to say, the telegraph ship practically comes under the rule for a ship at anchor, that is to say, attached to the bottom. I only want to know whether those three considerations have been attended to?—Certainly they have.

313. Then in regard to Rule (*g*), I think you said that it referred, or it was anticipated at all events that it might, to Article 16 in a measure. Of course Article 16 only deals with vessels reducing their speed, but (*g*) is for vessels which have no way upon them?—Of course, as I have said (*g*) has no business here at all; it is an optional signal; it should be in the signal book.

314. Do you think it could be possibly included under one of the others?—No, certainly not; it is a most important signal.

315. (*g*) is an important signal?—Most important.

316. Then could it not technically come under (*b*)?—No, it is a manœuvring signal; it is the only manœuvring signal.

Sir *George Baden-Powell*—continued.

317. The objection taken to it is that it is adding a complication; that (*b*) is for a vessel having no way upon her, and so is (*g*). In either case it is a steam vessel under way, but having no way upon her?—May I say how (*g*) comes in?

318. If you please?—In a calm fog without echoes, you can with two vessels only, after a little time decide whether the other vessel is on your starboard bow or your port bow; and then if there are two vessels stationary, two ocean liners say, stationary in mid-Atlantic, the one that has the other on its starboard bow has to give way and let the other pass.

319. Those are two vessels under way?—Yes, under way but stopped.

320. But this is the case of two vessels, one without way on her, and the other with?—But they would both be stopped under the new rules; they must stop their engines, and then the one that has the other on the starboard bow will give this signal.

321. I was referring to another signal, the one of the vessel that has no way on her?—They would both be sounding (*b*) at first.

322. Yes; you think there is a necessity for having (*g*), which is another rule for a vessel without way on her?—Yes; because as soon as I knew I had the man on my starboard bow I would give him (*g*) at once: "You may go on, I will remain still."

323. Why not (*b*)?—Because if I am stopped and you are to stop——

324. Why am I to stop if you stop?—I give him permission to pass me; it is an extra warning.

325. There was one or two other points or objections that have been raised. There is, for instance, the objection that mistakes in blasts cannot be rectified; has that been dealt with by the committee?—In our report we say that on first sounding with the steam whistle the whistle may not run properly; but the second or third time it is certain; there is no mistake whatever.

326. The objection that a mistake in blasts (which, I believe, is not uncommon) cannot be rectified if they are made wrong in error was dealt with by the committee?—Yes, certainly.

327. Then there is another point on the confusion of what I may call in-sight signals with fog signals; of course the fog signals are in rain, mist, snow, and fog; was the point taken that those conditions are local very often in distribution, and that vessels, for instance, in sight of each other outside a heavy rain squall might be signalling in-sight signals, while the vessel in the fog might be signalling fog signals?—There has been no trouble at all between (*a*) and the starboard signal; there has been no confusion at sea, practically, although one man might be in a fog sounding (*a*), and another might be in the clear sounding, "I am starboarding my helm."

328. That leads me to this further point: you, I believe, affirm that changes are needed, because of the increase of steamers?—Yes.

329. Has any concise statement been drawn up on the ascertained causes of collision in fogs; has any analysis been made of the records of collisions in fogs?—Not that I am aware of.

330. Do you think that such an analysis could be made; of course all the causes of collisions

Sir *George Baden-Powell*—continued.

that have been inquired into are on record?—You might have an analysis of the result of the court of inquiry, but the statements put before the court are very wide sometimes.

331. But the findings of the court are recorded?—But you have first of all got to prove it.

Chairman.

332. The finding of the court, unless it be the Court of the Wreck Commissioner, would not do more than find one vessel to blame, or both to blame, or neither, would it?—They are generally both to blame.

Sir *George Baden-Powell.*

333. But in the very case you mentioned, of the local extent of a fog, I have had cases put before me where the signals seemed to have been quite wrong, one vessel saying she was out of the fog, and the other saying she was in it?—Then I come back to this: that everything beyond a single blast is for caution. If I am mistaken I can only be mistaken for the starboard signal, of one blast.

334. Then we come to this: that anything beyond one blast, which is an in-sight signal, or say two blasts, is merely a signal for caution?—That is all; that is the principle on which we chose them.

335. Does it follow that that is not sufficient; providing that three blasts mean caution, is not that a sufficient signal in all fog cases?—Practically any three blast signal is caution, so long as they begin with a prolonged one. This (*g*) signal is three blasts also, but that is a communication signal, and I might say that (*g*) can never be used except for two vessels.

336. If you had a simple rule that three blasts mean caution, but that they might be varied with various indications to the learned, that might be sufficient?—That is the exact position we have come to.

Chairman.

337. I have only one question to ask you. Apart from the wisdom in themselves of any proposal for altering these new rules, is there another consideration in your mind, namely, the risk of losing the rules altogether by being unable to bring foreign nations to an agreement?—Very strongly. The alterations of the rules are so important in the direction of caution that I would give anything not to alter these sound signals for fog.

338. In order to get the other nations to come together?—Yes. And I may go further and say that the promise to Germany to consider the proposition that she has brought forward will enable the different nations to sweep away any of these rules within a few years if they wish to.

339. If experience should prove that they require amendment?—Yes, it is not final at all. In fact the further consideration of the international Rule of the Road will go on immediately this has passed, it will commence again.

Vice Admiral Sir ROBERT MOLYNEUX, called in; and Examined.

Chairman.

340. YOU have been kind enough to come and help us. You are an Admiral in the Royal Navy, and I need hardly ask whether you have had great experience in nautical matters?—Yes.

341. I do not know if you have had to do with these rules yourself. Have you been concerned in their preparation?—Yes. I was one of the delegates at Washington, and I have also been a member of the different Board of Trade Committees on the subject, both before and since.

342. I do not think it is necessary, and I do not think the Committee desire to go over the ground again; we have had evidence already from Sir Charles Hall and Sir George Nares as to the procedure which took place and a particular description of these rules. But what do you say in regard to the rules themselves; what is your view, if you will tell us generally, as to the propriety of adopting these rules, and as to the objections made to them?—My opinion is that the value of the new proposed fog signals is not quite the same in every case. There are some that I think should be retained at all costs; there are others which I do not think in themselves are of vital consequence; but at the same time I do not consider that they are any danger whatever; under no conceivable circumstances do I consider that they could be a danger, and, therefore, I think that to risk wrecking the whole of the international regulations which

Chairman—continued.

have been the subject of very anxious consideration and very long arguments for several years, would be a very great pity, in fact a fatal mistake. It was the first time that this International Rule of the Road at Sea had been the subject of a conference in which every nation you may say that has any interest in it was represented; and, certainly, it took three months, I think, at Washington discussing it very fully on every point, and I think to upset the whole of that unless there are some very strong objections which affect the safety of shipping, would not be a credit to this country.

343. Do you yourself think that there would be any real difficulty in masters of ships or others mastering the new rules so as to be able to work this new signal system?—No, I think not. I think what little experience that there has been in England and other parts of the world would show that there is not any great difficulty in it. For instance, where the traffic is most congested, such as in the Thames, the Mersey, and New York Harbour, and along the coasts in some countries, they have special signals which they use in fogs, some authorised and some not, but which are well recognised; and they are, I believe, universally approved of after some experience. Take the pilots, for instance, in the Thames; I suppose there is nowhere in the world with a greater amount of traffic. A few years ago when it was proposed to introduce

some

Chairman—continued.

some special fog signals they demurred very much; they were, I think, in the position in which the shipping interest is now all over the country, that is to say, they were afraid of a change; but now that they have had some experience of it they would not alter it for anything. I think myself that a great deal of this agitation, which did not exist until quite lately, although the rules were published five years ago, is the result of a nervous fear of change, and of what possibly may happen by misunderstanding the signals; but people do not seem to grasp the fact that these new signals are nothing but cautions, that they do not authorise the captain of a ship to do anything whatever except to exercise great caution, and to stop his engines. There is a new rule put in in connection with the speed in fogs which actually gives a distinct order to every man, when he hears a sound before his beam, to stop his engines, and then to proceed with great caution. If seamen in the merchant service, or the navy, or any other people afloat, will only carry that out, collisions will be very much less frequent, and very much less fatal than they are now.

344. You have said, and I think others have said, that there might be some confusion; I take it that that means confusion in sound in the case of fog where there is a large number of ships quite close together. In that case, I suppose it might be that it would be difficult to recognise in these signals more than caution?—Exactly. I could quote a circumstance in which people might mistake two or three blasts for two or three ships instead of one ship, but there would be no harm in that; that would only make the captain more cautious; instead of going ahead he would stop until he got a little better acquainted with the vessels and the direction they were going, and where the sounds proceeded from. I think all that would only inspire more caution, and certainly not less caution.

345. In cases of fog, and only two vessels being within hearing of one another, there would. I suppose, not be much difficulty in following and appreciating what was meant by every one of the signals used?—I do not see why there should be. A collision does not take place, as a rule, the moment you hear the first sound. If the ships have been going by the instructions, as they ought, sounding regularly every two minutes, under ordinary circumstances you would hear that fog signal some little distance off; it is not hearing a sound and running into it at once. If it were so, scarcely any fog signal would be of any use at all. You have to apply all these rules, of course, with the ordinary light of common sense.

346. You feel quite satisfied, as I understand, that there is really no danger involved in adopting these signals at all?—I do not think there is any danger, but as I said before I do not consider all of them of equal importance, and if half-a-dozen English seamen could get together and get the whole of the world to agree to what they are going to do, I should have no objection to one or two being swept off, and perhaps one comprehensive signal substituted for them. But that is not the position we are in. We have large

Chairman—continued.

mercantile interests, of course; but the rest of the world have large mercantile interests too, and some countries attach great importance to these signals. Perhaps one of the least important you may consider is the telegraph ship signal, because the thing will so seldom be needed. I have been at sea for 40 years, and I have hardly ever seen a telegraph ship at work. I have never met one in a fog, and I do not quite remember that I have met one under any circumstances at sea; but at the same time, if the telegraph ship people ask for a protective signal, there is no harm in giving it them; and I do not think it is quite worth while upsetting the whole of the rules on that account, although I myself do not think it is of importance.

347. You think, taking the rules as a whole, that their adoption as a whole would be a great improvement on what exist now?—Yes.

348. And your view is that although some parts might be omitted or changed without injury at all events, it would, perhaps, run the risk, if not incur the certainty of losing all?—I think so. For instance, the United States, I know, will make a great point of the towing signal; I do not think they will drop that. They are very subject to fogs, and they are in the habit of towing great lengths of two, three, four, five and six vessels, perhaps half a mile long. They are using the signals themselves, in fact, and have proved them to be of use.

Admiral *Field.*

349. I need not press you, because you have already indicated your willingness to lessen the number of signals; we are here, as you know, to consider the objections, and I want to ask you as an experienced seaman, do you not think that the telegraph ship would be amply protected if she had to take refuge under the towing signal; the towing signal being three blasts, one long and two short, and the telegraph ship three long blasts. Why should not the telegraph ship be protected by the towing signal, and then you get rid of a signal?—I should have no objection personally to dropping a signal and blending it with another, but I think it is not worth the powder and shot. If we could make the rules ourselves I should drop one myself; I see no vital object in it. I am not connected with towing companies, and I do not know what the origin of it was.

350. I have it that you are not opposed personally to combining the telegraph ship and the towing signal?—I do not quite say that. I think they might have a general signal, perhaps, to meet vessels under exceptional circumstances. I do not say that I advocate that particular combination.

351. But if there is to be a reduction you would not be opposed to combining those two?—I would not be opposed to wiping out a signal; but I have not considered which way I would alter it if I gave it up at all. But I still must repeat that I do not think it would be wise to risk the rules generally for the sake of altering that. I do not think it is a matter of danger. That rule may possibly be superfluous, but it does not hurt anybody. The towing man is the only

Admiral *Field*—continued.

only one who has to make that signal, nobody else has to make it. The telegraph ship is the one that has to make his signal, so he is the only one concerned.

352. We have had it from Sir Charles Hall, who was your chairman, that he and apparently the committee were of opinion, I mean the committee that reported to the Conference, that (*b*) and (*i*) signals could be blended, and that you did so propose to blend them?—Yes; but it is only repeating what I said before, that there are a good many that might be blended (three or four at any rate) if it did not risk the whole of the international regulations. I am quite of that opinion, in fact we tried to reduce them. But there was an objection raised to it, and it was for the sake of passing the rules that we have passed them as they were, on the clear opinion that they are not a source of danger.

353. As a matter of fact the captains of the mercantile marine were not, I think, represented on the committee, unless it was by one?—There were two on the Washington Conference; and there have always been one or more representatives on the Board of Trade Committees, two, I think, if not more. In fact there have been others (I mean to say not naval men) connected with the sea in mercantile marine pilotage or otherwise.

Mr. *Richardson.*

354. Captain Wharton?—He is naval.

355. And Captain Angove?—He is P. and O.

Admiral *Field.*

356. Supposing the Committee should think it was desirable to lessen the number of these signals, of which serious complaint has been made by the shipping interest; may I remind you of the fact that for (*f*), (*g*), and (*h*), "vessel towing," "way off my vessel," and "telegraph ship," the signals are three blasts, either one long and two short blasts, or inverting the shorts before the long, or three long blasts?—Yes.

357. Is not that likely to cause confusion in the mind of a merchant seaman who would be the person on the look-out probably for these signals; and therefore would not that be an argument, if you could see your way to do it, for lessening the number?—I do not see what bad result there would be. There might be confusion in his mind (we cannot answer for anybody's mind), but it would not cause him to run into danger, if he does what he is told: that is, stop his engine.

358. But as an experienced naval officer, and having had plenty of responsibility in command before these signals were thought of being introduced, did you ever desire a large increase to the fog signals yourself?—No. We ourselves, the London committee, before we left for Washington, discussed the Rules very carefully, and had the opinions of different people who volunteered to give them, and we only suggested one increase. That shows what our mind was at that time. But this is international; we cannot have our own way.

359. I want to get your personal opinion?—The only signal we proposed ourselves was a signal to say: "I am stopped," and that I consider is not only of great importance but I am quite certain it will save life and property.

360. That is (*b*) signal; two prolonged blasts?—Yes. As it is now, a ship cannot, of course, tell whether you are stopped or not. That signal alone, I believe, will add very much to the safety of ships in fogs. That indicates our view, I think, but at the same time we have to consider others as well as ourselves.

361. That is the (*g*) singal?—No, that is quite a different thing. That has only been introduced into the rules because it is going to be, I believe, in the new commercial code, and therefore, if it is in the new commercial code (I do not say it is a wise thing to have done, but I do not make any comment on that) merchant ships will be authorised to use it, and therefore the only idea, by putting it into these rules, was to draw special attention to it. But it is a little previous, putting it in here, because the new commercial code is not out yet, and it may not come out.

Mr. *Cayzer.*

362. I should like to ask you just one or two questions. You say that these signals are not all of equal importance, and that one, two, or three of them might be swept away; do I take it rightly, from your reply to Admiral Field, that the only one you think it is of any use retaining is (*b*)?—Not quite. Although we did not propose it, I think the signal for a vessel at anchor in the open sea, where she would be a danger to navigation as well as to herself, would be a very useful signal indeed. I think that might be retained. After all it is not so much a new signal as it is an old signal used in a different way.

363. May I take it then with (*b*) and (*e*) you would be content to do away with the others?—My own personal opinion is that those other signals are not of great consequence, because, whatever happens, the captain has to do the same thing in the first place; he must stop. I think the Americans, for instance, with their long towing lines, might, and I know do, consider the towing signal of very great importance, and one must consider other nations' wants as well as our own. I believe they would never consent to drop that.

364. I take it that, practically, you are in accord with nearly the whole of the mercantile shipmasters, that is to say, that you only lay great stress on these two signals, and the rest may be abandoned?—Not at all.

365. You told us that you had never found any want of them in your previous experience at sea, and that is the position taken up by the objectors; by the mercantile shipmasters of this country?—No; I am not of that opinion at all. I differ entirely from them. The ground apparently of their objection is that they are a source of danger. I say they are no danger whatever. If a man hears two or three blasts instead of one blast it only makes him more cautious and less likely to run into danger. I do not take their view at all. I entirely differ from them.

366. You have laid great stress upon other nations adopting these rules; are you aware that the German Government and the Netherlands Government have both protested against their being

Mr. *Cayzer*—continued.

being put into force, and that it was chiefly the action of those two Governments that induced the United States to delay putting these Rules into force; the Government of Germany and the Netherlands Government as I am informed, asked the United States through their consuls, to have these Rules delayed until further inquiry was made?—I am not aware of that myself. If you say so I have not the slightest doubt that it is the case. All I know is that these rules were passed at Washington; there have been two or three revisions sent all round the world, which have all received the approval of the respective Governments; and the actual date was fixed and agreed to by all the Governments when they were to come into operation. What previous pressure may have been brought on the Governments, and what the result is I have no knowledge whatever.

Mr. *Williamson.*

367. I should like to put a question, and in order to elucidate what I am driving at, I want to know your view as to the importance of securing the acquiescence of the United States to these rules; I have here a letter from the captain of a ship of mine now in Hamburg, in which he says: "A question which requires to be taken up is towage signals in fog; so many ships tow now at the loading port, that in a fog when you hear a steamer's whistle you really do not know whether it is an ocean steamer or a tug until you see his two lights flare up, and you are generally too close them to manœuvre. The American system is good, I think; viz., several short blasts. We towed the voyage from Lacona to Latoosh, and never saw land or lights but once, in perfect safety, although surrounded by

Mr. *Williamson*—continued.

coasters and steamers." That is the testimony of a very intelligent commander in our own British mercantile marine; you agree, I suppose, with him; you have been at Washington and heard all the proceedings there?—Yes.

368. You agree with him as to the value of these fog signals in towing?—You mean to say that I think that ought to be retained?

369. Yes?—I think that of the various fog signals that is perhaps one of the most important; but at the same time what I think is this: that supposing a captain meets a veseel towing with a lot of vessels in tow, his first duty, however many blasts there may be, is to stop and proceed with caution. I think there are occasions certainly where he might want to go under her stern in crossing, and that kind of thing; and, therefore, if he understood the towing signal he would know that he had to give her a wider berth. I think there are circumstances where it would be a useful signal.

370. I am only asking with regard to the value of, and necessity for, towing signals and the unlikelihood of the United States Government giving them up?—They never will give them up. I am certain they will not; they laid great stress upon that. They have more experience of them than we have, as they are accustomed to use towing signals.

371. And in this extract that I have given you you have the testimony of an intelligent British commander as to their value?—Certainly, I think so; but I think that is only an illustration of the fact that the objectors to these signals are frightened without any cause.

372. That is what I wanted to bring out?—That is my opinion; they are nervous about it.

Rear Admiral William J. L. Wharton, called in; and Examined.

Mr. *Penrose FitzGerald.*

373. You are an Admiral of the Royal Navy, and you hold the position of Hydrographer to the Navy?—Yes.

374. You were a member, I believe, of this Rule of the Road at Sea Committee?—Yes, all though from the beginning.

375. Did you go to Washington?—No, I did not go to Washington; I was a member of the British committees that considered the subject both before and after.

376. The point that has been referred to this Committee to report upon, is as to the value or otherwise of the objections that have been made to the proposed Rule of the Road; have you formed any opinion as to the value or otherwise of those objections?—Yes, a very strong one. While sympathising with the abstract objection to the multiplication of fog signals I have formed a very strong opinion that there is no danger in accepting them; and for that reason we agreed, in order to get international concurrence, to pass them. I think the Committee have already had before them the fact that the British committee only proposed one additional signal (*b*); and of the other signals I was very glad to see (*e*), "A

Mr. *Penrose FitzGerald*—continued.

vessel at anchor at sea," proposed at Washington, because I think it is of very great value. The other four signals I do not lay much stress upon, but there is no danger in them.

377. You would rather preserve the new rules intact, I suppose, than lose the chance of carrying any of the necessary reforms by other nations not agreeing to any alterations?—Quite so; that is what led us to agree to these, or led me to agree.

378. And you see nothing dangerous in the proposed new rules?—No.

379. Do you consider them necessary under the altered conditions of steam applied; do you consider that they have been rendered necessary by the change in steam and speed particularly?—Are you referring to (*b*) and (*e*)?

380. Yes?—The answer is, yes.

381. That is only a corroboration of what Sir George Nares said?—Yes.

Admiral *Field.*

382. As an officer of great experience and with the responsibility of command for many years, and in fogs, did you, as a naval man, ever desire

Admiral *Field*—continued.

to increase the number of fogs signals while you were so in command of a ship, and with your experience in fog?—I have felt the want of both (*b*) and (*e*).

383. We understand from the evidence given us by previous witnesses, that the United States will never give up (*f*); that is for a vessel towing?—I believe that is so.

384. No doubt that is a signal of growing importance; but, as regards the other three signals (*g*), (*h*), and (*i*), I understand you not to have very strong convictions as to their importance. May I ask you, following up your statement, would you have any great objection to bringing the telegraph ship signal three long blasts, under the towing signal, which is also three blasts, but one long and two short. Would not that be sufficient protection for the telegraph ship, and thus get rid of three blasts, and get rid of one signal, seeing that the merchant captains are apparently so strongly opposed to having so many?—I think the telegraph ship signal might be merged into one of the others; whether it would go best into the towing I do not quite know.

385. She is more or less captive if she is picking up a cable. However, you are of opinion that it might be merged?—Yes.

386. Then as regards (*i*) signal, "A vessel not under command." We have here four short blasts introduced, and we have it from Sir Charles Hall, and others, that they were of opinion (and apparently the committee so reported) that (*b*) and (*i*) might be blended into one?—Yes.

387. And it was so blended, at least by the conference at that time. Have you seen any reason to alter your view as to the blending of those signals being easy?—It was the British committee that proposed them, not the conference. When the British committee sat they reviewed the signals proposed, and that was the only proposal they did make to shorten them, that (*i*) should be merged into (*b*). But we gave that up (as has been before stated) in consequence of the representation being made that if we held to our objections the rule of the road would never become law at all.

388. I understand, I do not know whether I am correct, that Germany has withdrawn her objection to that blending?—I do not know; I am not aware of that.

389. Do you consider that it is essential to retain (*g*), "way off my vessel"?—I do not consider that it is essential to retain any of those; but in the circumstances under which we found ourselves, that we must either retain them or give up the whole of the revised rules, we were perfectly ready to accept them, feeling convinced that there was no harm in them; they may do somebody good, and they certainly will not do anybody harm.

390. Then, as an old officer, thoroughly acquainted with signals, I put this question to you: Seeing that (*f*), (*g*), and (*h*), "vessels towing," "way off my vessel," and "telegraph ship" are all three blasts, but varying in length, some long, some two long and one short, and some

Admiral *Field*—continued.

two short and one long; in your opinion, looking to the mercantile marine, and the way they are manned, a great many of them with a large infusion of foreign seamen, would an ordinary merchant seaman be likely to discriminate as to whether the signals were long or short, or two short and one long, or two long and one short; would he be likely to learn them intelligently?—I think it is quite possible that mistakes may be made as to what the signal is; but I cannot see that it would have any effect upon the action that the man hearing the signal will take, and therefore, although he fails to understand the signal it will have no effect upon his action, and it does not matter.

391. But in the serious position of a vessel towing, if confusion arises in interpreting that signal, might not the commander of the vessel be led into error?—I think not; I have thought very long over these signals, seeing the numerous objections that have been raised to them, and I think the ground for objection is that a mistake has been made in thinking that these signals indicate some certain thing to be done, whereas they do nothing of the sort; they simply indicate certain conditions under which the ship that gives them is; but that there would be any difference in the action of a ship bearing those signals I entirely fail to see. I try to put myself in the position of a ship hearing a vessel really giving the towing signal, and I mistake it and think she is a telegraph ship. I do not think it would make any difference in my action.

392. That would be an argument in favour of putting the telegraph ship under the towing signal, would it not?—It is generally in favour of my abstract view, that the multiplication of signals is unnecessary.

Mr. *Parker Smith.*

393. There were course-indicating sound signals proposed also; those you consider dangerous?—If you refer to those proposed at Washington, I do most undoubtedly.

394. You discriminate between those and these?—Yes.

395. You think that those would lead to danger?—Very great danger, I am sure; any mistake there would lead to different action.

396. But here you think a mistake could not change the action?—No.

397. You hear the signals, and if you do not understand them you are no worse off than you are under the present system?—That is my belief, always supposing that the ship is going to obey Article 16. We must start with the supposition that the ship is going to obey the regulations.

398. But the distinction that you draw between those and any other sound signals, is that you cannot be worse off with these signals, and you might be worse off with the others?—With these signals, if any sound is made you are precisely where you were. All you think is that there is a vessel in the direction from which the sound comes. If you mistake any of these signals, you will be precisely in the same position.

399. Have

Mr. *Penrose FitzGerald.*

399. Have you read Sir Charles Hall's evidence?—I have read part of it.

400. So far as you have gone, do you agree with what he laid before the Committee?—Yes.

401. Would you like to make any further statement upon the question submitted to us, as to the value of the opposition to those rules, whether it is increasing, and what points we ought to direct our attention to with regard to the opposition to these sound signals?—I would merely say that so far as I have been able to find out, from talking, as I have to do, to a good many people who are violently opposed to the new rules, I think they mistake the result of any misunderstanding of a signal. They have an idea that if a ship mistakes a signal, she will be under some liability, and there will be a penalty for having mistaken one signal for another. There is nothing of the kind in the rules, nor can I conceive that a court of law could so interpret these rules as to bring any burden upon a man supposing a collision took place afterwards, because he said, in his evidence, that he thought he had heard a signal for one thing, say towing, whereas it was a signal for a telegraph ship; because, as I say, there is no action to follow on these signals, except in every case extra caution. I think the opposition has misunderstood the whole bearing of these signals.

Admiral *Field.*

402. If it is contended by shipmasters that the signals, as here laid down, would be confusing to uninstructed minds on the high seas, where we say navigation is more or less open, would not that confusion be intensified as the traffic is converging, say, into the narrow part of the Irish Channel, say between the Tuskar and the Smalls, where a vessel might be in a fog with a number of vessels all round her, all making fog signals at the same time; would it be possible for any ordinary minded man to intelligently interpret those signals under those conditions?—I should think very likely not; but, as I said before, it will make no difference.

403. But is not that an argument in favour of reducing their number, if it can be done with international consent?—I certainly agree, if it can be done with international consent. We started with that.

Mr. *Parker Smith.*

404. As to the case of collision which you suggest, might it not seriously affect the position of the colliding ship, supposing the ship that has been run down is able to say, "I was giving this signal, which, if you had properly understood, you would have been able to escape me"?—I do not think so; I cannot see that it does.

405. Would it not create a fresh liability in such cases?—No, if they are merely signals of warning.

406. Take a telegraph ship; supposing a ship passed close astern, and cut the cable, whereas if she had understood that it was a telegraph ship she could have given a wider berth to it, and kept clear of her stern, might it not make a difference in the liability of that ship?—No ship has any right to try to go so near another one in a fog as to cut across her stern. I have thought over it, and I cannot see that any court of law could possibly hang a penalty on that.

407. You know better than I what cases are likely to arise, and you do not see that it can make any difference in the liability?—That is my opinion.

Tuesday, 28th May 1895.

MEMBERS PRESENT:

Mr. Egerton Allen.
Mr. Attorney General.
Sir George Baden-Powell.
Sir Michael Hicks Beach.
Mr. Blake.
Marquess of Carmarthen.
Mr. Cayzer.
Admiral Field.
Mr. Penrose FitzGerald.
Mr. Moorsom.
Mr. Roby.
Sir Richard Webster.
Mr. Havelock Wilson.

Mr. ATTORNEY GENERAL, IN THE CHAIR.

Mr. INGRAM BATHURST WALKER, called in; and Examined.

Chairman.

408. ARE you the Assistant Secretary of the Marine Department of the Board of Trade?—I am.

409. We have been referred to a letter of the Liverpool Steamship Owners' Association of the 20th September 1894, which is upon page 51 of the proof of correspondence before us; is the list of foreign countries who have objected to the new rules correctly given in that letter?—I think not. I do not think any of those four named in the list can be taken as objecting to the new rules. I may say that the figures which show the total tonnage of the mercantile marine owned by those countries have been taken from Lloyd's Register, and appear to be practically correct. First, as regards the United States, if I may take that, at the time when this letter from the Liverpool Steamship Owners' Association was written, the United States Government had already issued a proclamation fixing the date when the new rules should come into force. As regards the opinion of the United States, I should like to refer the Committee to page 43 of the Blue Book, 6869. It is about the sixth line on page 43, and that is a report, which was sent here from the Government Department at Washington, in which, referring to Article 15, they say, "Referring to the proposed change in Article 15," that is the change proposed by the Board of Trade Rule of the Road Committee and the British Government, "which would omit Rule (*i*), and insert in (*b*) the words 'not under command,' the words should stand as presented by the International Conference." From that I think it can scarcely be said that the United States have objected to the rules. Next, as regards Belgium, I may say that no objection has ever been received in this country from Belgium. As a matter of fact, Belgium has on each occasion expressed her agreement with the decision of the Rule of the Road Committee. Then, as to Germany, at the time when this letter was written, in September 1894, the German Government had expressed its readiness to accept the new rules, with slight alterations. I would refer

Chairman—continued.

to page 33 of the proof of correspondence which is not yet presented. In that letter the German Government expressed its readiness to accept the new rules, with two slight reservations. Neither of those reservations dealt with Rule 15. One dealt with the provision forbidding crossing any iron warships in squadrons, and the other dealt with fishing rules or regulations, the consideration of which has been postponed.

410. None of them related to Rule 15?—None of them related to fog-signals. I think it only right to tell the Committee that since the question has been re-opened, at page 160 of that same paper, the German Government has practically brought forward some modifications which were suggested in 1892, but at the same time they expressed their opinion that it is important that the date upon which the rule should come into operation should not be much longer deferred; and in the latter part of the letter they expressly state that the Imperial Government would, at the same time, observe that it cannot be their intention, nor to their interest, to hinder a speedy agreement of identical regulations for the rule of the road at sea by continually reverting to former proposals.

411. You have now dealt with each of the four countries referred to?—Other than Great Britain.

412. As regards Great Britain, what do you say is the character of the opposition to the new rules. Has it been modified or altered in any way?—The first objections we received were practically two in number, and those were received in 1892, shortly after the First Report of the Rule of the Road Committee. The one was from the Liverpool Steamship Owners' Association, which appears on page 27 of the Blue Book. The association raised some objection to Article 21, and expressed themselves doubtful about the fog-signals in Article 15. The other objection was from the large shipowners, which said that they objected generally to any alteration in the regulations for preventing collisions at sea

Chairman—continued.

sea on the ground that they were inopportune, uncalled for, and likely to bring about more collisions than there are at present.

413. Those objections pointed specially to Rule 15?—I pressed them for details, and they sent in detailed objections; and, among others, they objected generally that all sound signals are misleading in fogs, but they expressly objected to the signals which are known as (*f*) and (*i*). As regards (*f*), although they objected to it, they only objected to the particular sound, and suggested an alternative one.

Admiral *Field.*

414. At what page did they suggest that?—At page 28 of the Blue Book, 6869. On page 29, fog-signals, Article 15, the passage beginning, "The option given to a vessel."

Chairman.

415. Is that all the criticism which was made at that time by that association?—There is one more, under Article 15, beginning, "Whereas the proposed signals by different sounds are open to grave objections."

416. Were there any objections subsequently?—Those were in 1891. Those were the only objections we received that year. The Second Report of the Rule of the Road Committee, which had considered the objections, and also the representations of the Foreign Powers, was dated June 1892, and was published very shortly afterwards. No objections at all were received in the year 1892; but in 1893 objections were received from the Steamship Owners' Association, the Clyde Steamship Owners' Association, and the Irish Steamship Owners' Association, which are at pages 125 and 127 of the Blue Book, No. 6869. Not one of those two objections referred to Rule 13 and the fog-signals. The Rule of the Road Committee made their final Report in 1893, and the Admiralty expressed their concurrence, and steps were then taken to secure international agreement, after which a great many objections were received from the various shipowners' associations.

417. A great many objections after that were received to Rule 15?—I think mainly to Rule 15.

418. As to the objection to the other rules being either withdrawn or mitigated?—No alteration whatever has been made in the proposal since it left the Rule of the Road Committee.

419. Have the objections to the other parts of the rules been withdrawn, or ceased?—I do not think they have been withdrawn.

420. You have not had them repeated?—They are content with the ones we have received. They have been made.

421. You do not quite follow my question. There are, as you said, many objections since 1893 to Rule 15?—I was dealing only with Rule 15.

422. You have done with Rule 15?—Yes.

423. Have there been numerous objections since 1893 to other rules?—Yes, mainly to Articles 21 and 28.

424. Have those objections to Articles 21 and 28 been maintained up to the present?—We have not heard that they are withdrawn.

Chairman—continued.

Mr. *Penrose FitzGerald.*

425. I do not at all want to go into objections in this country; but can you shortly tell the Committee, as it stands now, the list of foreign nations who object, because there have been some alterations, and we are a little confused about which of the foreign nations are objecting to this Report?—At the present time?

426. As far as you know. It is partly a matter of opinion; but will you state it as far as you can tell us?—I am told that the only objections we have now are from Germany.

427. The answer to the main question which was put to you by the Chairman is that the list is not correct as it stands at present?

Chairman.

428. The list I put to you was contained in a letter of the 20th September 1894?—We are not talking of the same objections, I think.

Mr. *Penrose FitzGerald.*

429. May I take it that only Germany objects?—That is so; and the Netherlands have reserved to themselves the right to open up other objections.

Admiral *Field.*

430. You said Germany is the only nation that now objects. Can you specify what points she lays great stress upon in making her objection?—It is contained on page 33 of the proof correspondence. I read them out just now.

Mr. *Blake.*

431. As I understand, the attitude of foreign nations towards the question is to be found in this paper?—Yes.

432. You are only attempting to give a summary of it?—Yes.

433. Is there anything she objects to as to Article 15?—There is a subsequent letter at page 160; I mentioned and referred to it just now.

434. She does object to Article 15?—Yes.

435. Practically, in consequence of the question being re-opened, they raise the objections which they raised in 1891?—Yes.

Mr. *Cayzer.*

436. I would like to ask whether you have seen a report of the leading shipowners to the Netherlands Government; they invited the leading shipowners to report on the rules of the road at sea in 1892. This is a Report of the Royal West India Mail Service, the Dutch Steam Packet Company, the Royal Dutch Steam Packet Company, the Steamboat Company of the Netherlands, the Dutch Shipping Company, the Royal Packet Shipping Company, the Dutch-American Steam Shipping Company, and the New African Commercial Company. This is a report to the Netherlands Government, and they say at Article 15: "We cannot deny but that the Washington Conference has earnestly endeavoured to secure a greater share of safety to ships in a fog; at the same time we think they have rather overdone it, and entertain great

Mr. *Cayzer*—continued.

fears that the great number of sound signals as proposed are bound to bring about confusion, and thus add to the already existing dangers of collision"?—Yes; a copy of that report was sent to the Board of Trade by the Liverpool Steamship Association in March last, after the last Report of the Rule of the Road Committee, and after the British Government had communicated with foreign powers suggesting that a final settlement should be come to on the basis of their Report.

Chairman.

437. Is it among the papers we have?—Yes, it is printed among the papers.

Sir *George Baden-Powell.*

438. May I ask about the Netherlands Government; they, I think you said, also objected to the rules?—In the first place they did.

Sir *George Baden-Powell*—continued.

439. Are they in the condition of objecting at the present moment?—Their condition at the present moment is, I think, to reserve to themselves the right to reopen any of the objections, or bring forward any objections they think right, if the question is opened up again.

440. Have they given any indication as to what those objections would be?—Not in their subsequent letter. We can only refer to their letter on page 55 of the Blue Book 6869.

441. They merely reserve the right to object if they see fit?—Yes.

442. We have no further evidence of what their objections are?—Not any except the objections they made as far back as 1892.

443. They have not said that they maintain the same objections?—No, I think they only reserve to themselves the general right.

Sir DONALD CURRIE, a Member of the House; Examined.

Chairman.

444. I BELIEVE you are the representative of the Shipping Interest of London, and were the representative of the Shipping Interest in your communications with the Board of Trade as to the rule of the road at sea?—Yes, I was appointed at their meeting.

445. It was at your instance that this Committee was appointed by the House of Commons?—It is so.

446. Of course, we know that you have great interests in shipping yourself in the Castle Company's Cape Line, and also, I believe, you have the management of the Cape Mail Service?—We have about 63 steamers altogether: 22 of the Castle Mail Line; in Leith 30 steamers managed by my brother, in which we are partners, trading to Norway, Denmark, Hamburg, Hull, and Newcastle; and in Liverpool another line round the Land's End for the last 25 years, which trades once a week, and oftener if necessary, large vessels of 1,200 or 1,300 tons, and these form the vessels with which I am associated.

447. Have you taken a great deal of pains in order to acquaint yourself with the views of those interested in shipping on this matter?—In the first instance I consulted the whole of our different captains and the different trading companies with which we are concerned, the mail steamers, and the Liverpool Line, and the Leith Line, and they all concur in the strongest expressions within the last nine months of objection to the proposed Board of Trade Regulations under the Washington Conference, as well as in respect of side lights. Further, I am President of the Shipping Exchange of London, the members of which own shipping up to 1,800 to 2,000, and they asked me to preside at the City meeting very largely attended by underwriters, shipmasters, and shipowners. I did so. The strongest possible resolutions were framed and passed unanimously against the proposed regulation under the Washington Rules, particularly with regard to fog signals and Clause 15, and there, subsequently upon being invited by the President of

Chairman—continued.

the Board of Trade to attend with a deputation on the claim that the objections should be on behalf of the whole shipping interest, and the Chamber of Shipping of the United Kingdom, the Shipmasters' Association of Great Britain, numbering 9,000 certificated captains, pilots, and the underwriters met together the day before that deputation, and they appointed me their spokesman, and we addressed the President of the Board of Trade on the 6th February as to our views. We protested that the Board of Trade, in opposition to the objections of the British shipowners and shipmasters, had spent two years in inducing foreign powers to approve of the proposed scheme, and had not asked British shipowners to produce evidence against the proposals until foreign approval had been obtained. Every shipowners' association and shipmasters' association in the country joined in this protest: the Chamber of Shipping; the Steamship Association of Liverpool; the shipowners there and in London, and the shipowners and shipmasters in Glasgow, Dublin, Leith, and elsewhere. The Chamber of Commerce and the Shipowners' Association of Hamburg, the Nautical Union of Berlin, the Nautical Union of Hamburg, and the Nautical Union of Sea Captains at that port; unanimously the German shipping joined with us, and the German shipowners authorised me to protest in their name at the deputation to the Board of Trade, and there we had present the representatives of the Hamburg-American Steamship Company and the North German Lloyd. Since that time the strongest representations have been made, as I can show the Committee, and with good results, to the German Government to prevent the German Government acquiescing in the proposals of the Board of Trade.

448. You spoke of a meeting being the commencement of the movement, and proceedings that you have referred to; when was that meeting?—As in 1875 I had been appointed to shape the opposition to the legislation proposed by the Government

Chairman—continued.

Government of that day, which eventuated in the last Merchant Shipping Act of 1875, now the law of the land, they asked me to come forward again as President of the Shipping Exchange here, following the date of the meeting held in Liverpool, where the Lord Mayor had presided. I took the chair, as already mentioned to the Committee, and then subsequently all the associations together joined and asked me to be their spokesman, and we obtained from the President of the Board of Trade the sanction to a deputation. Subsequently, Sir William Harcourt, on behalf of the Government, agreed to my suggestion to the President of the Board of Trade, and that is why the Committee was appointed.

449. Can you tell us about the meeting first; how was it summoned, and whom did it consist of; I mean the meeting at which you presided; was it summoned by circular?—The meeting in London, when I presided as president, was summoned by the Committee of the Shipping Exchange of London at the request and earnest pressure of their members, and I agreed to take the chair; I took the chair; very strong speeches were made; they were published at the time, and I was pressed then to try and get a deputation accepted by the Board of Trade. At last the President did invite us, the members of this deputation, to go to him at the Board of Trade, and the result of it I have here.

450. I will ask you about that in one moment, but I rather wanted to go by steps. In the first place, as to the meeting, you say it was summoned by the committee of the Shipping Exchange?—By the committee of the Shipping Exchange, of which I am president.

451. What body does that represent?—It is an exchange where they meet together every day (all the shipowners generally, shipmasters, underwriters, brokers, and seafaring people) to discuss questions amongst themselves of charters, freights, and business engagements of one kind and another. It was formed a few years ago; there are about 1,800 members in the City of London.

452. Are the committee elected by the members?—The committee are elected by the members, and they elected me to be president a year ago, and I accepted it.

453. Have you got the proceedings of that meeting?—Yes, if you will allow me I will give you a report of the deputation.

454. I was asking about the meeting?—No, I have not. It was in "The Times" of the day.

455. It was shortly before this?—It was shortly before the deputation; that was the outcome of it.

456. It was the beginning of 1895; we can get that, I suppose, from "The Times"?—I will explain to the Committee this: at the time when the meeting was held all the Shipping Exchanges had focussed the ideas of shipowners immediately; for there had been some friction, I may frankly state, between the Steam Shipowners' Association and the shipowners of Liverpool and the Mercantile Marine Association and the Chamber of Shipping with the Board of Trade. There had been a long correspondence between them,

Chairman—continued.

with which I had nothing whatever to do, and I entered into the matter simply on its merits, and tried to smooth that feeling away, and obtain the deputation.

457. This happened in the beginning of 1895?—Yes; February last.

458. How was it that it started up into so much activity in the beginning of 1895 for the first time; how was it it had not been previously made the subject of correspondence?—There had been correspondence between these bodies and the Government; great dissatisfaction was expressed among them, and it was at last so marked that when we came to the matter of a deputation the Board of Trade asked the Mayor of Liverpool and myself to come with the deputation, which annoyed very much the shipowners of Liverpool, London, and elsewhere, and immediately the general objection which prevailed against the proposed legislation and rules was brought into a focus, and I took it in hand, to write for the shipping interests, though very unwillingly, as I have plenty to do.

459. From what you say, there seems to have been some feeling of annoyance and dissatisfaction?—Some feeling that they had not been fairly treated, in which I largely concurred.

460. There had been some friction between two or three of these bodies?—I thought it was unnecessary, and I tried to remove it.

461. That being the case, the meeting was followed by a deputation?—The deputation went to the Board of Trade. I might, perhaps, state the specific objections in a few words that I offered there, and I would have you understand that I had the full concurrence of the whole of the representatives.

462. In the first place, we want to get the proceedings, and then the nature of the objections I am going to ask you presently. The deputation took place; it was a deputation, as I understand, representing the Chamber of Shipping of the United Kingdom?—You will see the names there; I will read them, if you will allow me.

463. I was reading the first line: "A large and influential deputation, representing the Chamber of Shipping of the United Kingdom and numerous associations of shipowners, shipmasters, and underwriters," and then we have got the different bodies who are represented. After that deputation, you say that certain representations were made to the German Government?—No; I had authority, and I will read them in a few minutes, from the German shipowners to represent them at this meeting and state their views; and subsequently they, as I will relate in a few minutes, made their representations to the German Government, and I may be able to give you the result of that.

464. I am now asking about the representations that were made to the German Government by their own shipowners. Can you tell me the date of that?—On the 12th January 1895 Mr. Adolph Woermann, the chairman of the Hamburg Shipowners' Association, made representation to me as to their views, which I will read to the Committee. On the 2nd February 1895 Mr. F. Laeisz, who is the head of the Nautical Society, made his representa-

Chairman—continued.

tions, and then on the 19th February he wrote to me to this effect, as the result of their action with the German Government subsequent to the deputation having met: "Berlin, 19th February 1895. Dear Sir Donald,—Thanking you for sending me the account of your deputation to the President of the Board of Trade, which I have read with the greatest interest. I can now report to you the following, which I have ascertained here. It is not true that England has been in a minority at Washington on any question beyond the most trifling details. The smaller States have invariably followed the lead of England. More particularly on the question of sound signals England has most certainly not been in a minority; on the contrary, Admiral Bowden Smith, one of the English delegates, has been the mover of the Article (15) as it now stands, and which has been carried against the opposition of Germany and some other countries. Admiral Bowden Smith, I am told, has also presided over the committee appointed by the British Government to consider the rules proposed by the Washington Conference. Mr. Bryce is incorrectly informed in stating that Germany has textually agreed to the rules respecting the sound signals. She has done so only after remonstrating in vain with the British Government about the dangerous nature of some of these stipulations. On the 20th July 1892 the German Government informed the British Government of their serious objections to paragraphs *e* and *g*, of Article 15, *i.e.*, the most complicated of the sound signals, and only when the British Government, in answer thereto, submitted the rules adopted by their committee, and including all the sound signals, Germany acquiesced in order not to jeopardise the whole. Germany, I have reason to believe, will be but too glad to see the rules revised, and more especially to see England waive the obnoxious sound signals. I have also reason to believe that almost every other country will be equally ready to assent. The United States, I am informed, have suspended the coming into force of the rules until next autumn. I shall be glad if this information can be of any use to you, and I remain, dear Sir Donald, yours faithfully, C. Fred Laeisz, of Hamburg." He is president of the Hamburg Nautical Union.

465. I gather from that letter that all the countries, or nearly all the countries, are ready to assent to a revision of these rules?—He had information as to the views of Germany and the German Government itself; he expressed those to the shipowners; and as regards the world at large he had his own general ideas.

466. I do not know whether you yourself had grounds for believing that all the other countries are ready to revise these rules?—I am perfectly certain. One great country, called Siam, which has 2,500 tons of shipping, and had its representative at the Washington Conference, came to the meeting at which I presided in London, to which I have already referred, and declared his protest against the application of these Washington rules. Further, I had communications made to Russia to the commander of Cronstadt, who

Chairman—continued.

was the Russian delegate to the Washington Conference, and he wrote expressing his happiness that action was being taken; and the other day he wrote to his friend, and his letter I have, and will show it to you if you would like to see it, in which he says it is a good thing for the whole world at large, and for shipping generally, that there was a delay in the application of those rules, which he says the representatives of England had pressed upon the other powers.

467. You say that is a gentleman who represented Russia at the conference?—Yes.

468. Is it proper to ask for that letter?—I have not got it here, but I will show it to you with pleasure. It is a letter to another gentleman, but I think it is my duty to state it here.

469. Apart from that, there does not seem to be any ground for supposing that the other countries are willing to revise except Siam?—I will give another which is just before me now. Not in 1892 nor 1893, but in 1895, on the 4th April, I received a letter from Keller Wallis and Company, the largest foreign agents here for steamers, and it says this: "In view of the concern felt in England at the proposed alterations in the rule of the road at sea the inclosed report of the leading steamship companies in Holland, made by desire of the Netherlands Government, may have some practical interest for you." I know perfectly well that the Netherlands Government, through their shipowners, would be very glad to see some prudence exercised in these rules in their extended form, if they are extended in any way throughout the world. We want simplicity, and we think it is most dangerous, the proposals now made for such an extended application, for men to puzzle their brains and minds who are not thoroughly trained as to signalling at sea.

470. That letter which you read is the opinion of the shipowners?—It is of a shipowners' agent. He sends with it a printed paper, which refers to the views of the shipowners.

471. This is a letter from a gentleman who is the general agent, as I understand?—Yes, and the names of the companies and shipowners is at the end of it. He sent that to me uncalled for by me; I did not ask for it.

472. This is not an expression of the opinion of the Netherlands Government?—Not of the Netherlands Government. The names of the shipowners are at the end, and I have reason to think all these governments are thinking more seriously now of what their shipowners want and are paying absolute attention to it.

473. I will take you back, if you please. You said you wished to say what took place at the deputation. I will take you back to that, if there is anything you wish to state as to what took place at the deputation?—I pointed out on behalf of the shipowners that our specific objections as to the rules, as to fog signals, were: that they were too intricate; that they would lead to endless confusion; that they would only increase the number of accidents and the serious danger to life, in the judgment of every shipowner that I knew, as well as our own people. I pointed out that Lord Hannen, after 16 years as judge in the Admiralty Court, in giving judgment in 1888,

Chairman—continued.

1888, said: "I have specially consulted the Trinity Brethren, and they say, what may be called the vagaries of sound in a fog are of the most astonishing character." I told the president that the shipowners want simplicity; they are willing to have uniformity, certainly international, and I suggested that Nos. 2, 3, 4, 5, 6, and 7 were objected to, as their use in the most frequented thoroughfares would only lead to a dangerous confusion of indistinguishable sounds; that we did approve of 1, 8, 9, and 10, and we thought there was quite enough for shipmasters to have in hand. There are 17,000 or 18,000 British ships generally at sea, I pointed out, and 9,000 of these shipmasters unanimously, through their associations, protested against these rules. Mr. Bryce, in his reply, said this to me: that the question of a fog signal was international. "I am perfectly willing to tell you," said Mr. Bryce, "my own opinion is, that I think it would have been better if fewer of these new rules had been introduced." I do not at all doubt that that was our view. He added: "It appears to me upon the first flush of the matter that it would have been better to have left the thing with some fewer rules." That was the opinion of our own committee, and it first recommended the omission of one of these rules as tending to confusion. I would here remark that I heard Sir Charles Hall state that there might be confusion, but not danger. Now, I have had a good deal to do with the subject for 50 years, and there is nothing more dangerous to a ship than for the captain or anybody else in charge to be in a state of confusion.

474. I think what he meant was a confusion of sound, but not danger?—It is exactly the confusion of sound that makes it dangerous, because the captains would tell you they could not themselves navigate the ship. "I think, when you look at these rules," said the President, "to those who are not very keen of comprehension they may produce some little confusion of mind." That is exactly what we think. In respect of these technical questions, the captain, whose business it is to navigate, will answer. As far as I am concerned I was merely referring to it, and observing that the President of the Board of Trade had in his mind the belief, as he told us, that shipowners think it might lead to confusion, which we are certain will be the case. There is another point. I may merely say, as fair to shipowners and shipmasters, that while the Board of Trade seek to impose these rules, which we say will be not only embarrassing, but dangerous, they issue cautions at the same time that the shipowner and the shipmaster are to take care that they will be bound all the same to take every other precaution, so much so that in one case of our vessels in a fog causing damage, counsel for the Board of Trade in open court declared that although we had fulfilled the obligations legally, we ought to have exercised another judgment in the midst of this fog, producing a certain confusion in the sound signals, and he thought it was giving additional embarrassment. I am only asking, and that is all I have said from the first, that we want uniformity. We are over-legislated against already; that is

Chairman—continued.

not a point for this Committee, but we do not want to have still further obligations which we believe and say practically, as practical men, cannot be carried out by us, and we appealed to the Board of Trade, who have not attended to it, and fortunately we have the opportunity before the international arrangement is finally made to appeal to this Committee.

475. You have stated very clearly your views about it, and you have said you would like us to ask the captains of ships, which we would do, but may I ask you this: Would your view be affected, supposing you were to be satisfied that foreign governments have all waived objections, or many at least have waived objections, in order, if possible, to come to a unanimous opinion, which must be rather difficult between a number of governments; would your judgment be affected as to the propriety of getting a universally good system which has caused so much pains and trouble on the part of those who produced it?—In the first place, I am certain that the foreign powers whose judgment is of any value at all will not object to the modification of these rules; and, in the second place, I may mention four of the powers referred to there (as to which I own more steamers than the whole four put together) I think their judgment is not of great importanc . Most of them only have small sailing ships, and we shipowners in Great Britain hold 64 per cent. (12,000,000) of the whole tonnage of the world, and I think the judgment of the shipowners interested in the mercantile marine of this country should largely outweigh the possibility on the part of other powers of perhaps falling in with something.

476. The Board of Trade and their representatives must take the views of the foreign governments from their own statements?—Certainly.

477. We must deal with the foreign governments; you deal with their shipowners?—Naturally the foreign government is the medium of communication; but I say this: having had the knowledge imparted to them, they would one and all agree to the representations suggested to this Committee and approved of by the shipowners of Great Britain.

478. That is the view you hold, and it is upon that ground you feel yourself quite free to press the objection?—It is for the interest of the country; I am not speaking from any partiality.

479. I would ask you to suppose that it was established, that there is really very great difficulty in getting a consensus amongst foreign powers, would not that affect your judgment as to the propriety of giving a trial to the rules which have been agreed?—I think the danger is so great that I would not give it a trial on any ground, and, further, the Board of Trade should not have pressed matters to such a position as to embarrass the shipowners by saying "Try it."

480. Of course we only want to get your opinion and information; you think the danger arises from the fact that there are a multitude of sounds in a fog?—Ten or 11. Four of them are very good, and could be improved later on; but instead of diminishing from 10 downwards, I should advise them to try from five upwards.

 481. What

Chairman—continued.

481. What are the changes that you think should be made in the rules yourself?—I have mentioned them, and I will read them if I may, although I am not a sailor, and they will give you better reasons than I can; but if we take four we should like a prolonged blast.

482. Will you tell us about each rule, whether you object to it; there is Rule A.; what do you say about A.; do you object to it, or not; you see these rules at page 154, Article 15; do you object to Rule A.?—No. Mine is upon blasts, upon sound signals. I am not objecting to A.; that is moving out of the way of a ship that is close hauled.

483. Do you object to A.?—I am afraid these are different from ours.

484. "A," a steam vessel having way upon her, shall sound at intervals of not more than two minutes a prolonged blast; that is one of those you object to?—I cannot go into the technical points. As far as the evidence is concerned, that is different from what I have been considering here in the opinion I have before me with regard to blasts of sound signals. I would have to read this and study it.

485. Then I had better ask others?—If you please, I would rather you do so.

486. You have put your list according to the number of blasts?—Yes, it is the Steamship Owners' Association list which I was looking at, and you have it amongst your papers. It is much more important to the Committee to get the information from the officers as to the more technical points of navigation. I think I know what they are, but I would rather not confuse the issue.

Mr. *Penrose FitzGerald.*

487. I only ask one question; I understand you to say that you would rather see all chance of an international agreement between Great Britain and other powers lost than that these rules as proposed should be carried?—I do not think I said that. I think it would be a very grave responsibility to say so, but I think it is so serious for the shipping interest that I earnestly protest against these rules being carried out and then working down by way of experiment. I say no; work up from the present rules by experiment if you are going to risk life at sea, and have shipowners and shipmasters put in peril.

Marquess of *Carmarthen.*

488. What proportion of shipping do the protesting owners of the Netherlands hold; you passed in a paper just now from the Netherlands shipowners protesting against these rules; I want to know what proportion of the shipping those men hold?—I do not remember the exact amount of their tonnage, but I have got all the rates here, and I will supply that to the Committee; it is easy to find it out.

Admiral *Field.*

489. I understood you to imply by your answer, or, rather, your statement, that there were 17,000 vessels and upwards, and there are 9,000 shipmasters interested in the settlement of this question, and that your ships represent 64 per cent. of the tonnage of the world; it is on that ground that you think the British objections should prevail with the other nations rather than that we should enter into an agreement, and the other nations object to that view?—I said there were 9,000 shipmasters in these associations making reports; but I was not saying there were only 9,000 shipmasters in the United Kingdom.

Admiral *Field*—continued.

490. All that you would point out is that the shipping interest is favourable to the fullest consideration of the question?—I mean to say there has never been such unanimity amongst the British mercantile marine, whether underwriters, pilots, or captains of ships, or chief officers, or those in charge of navigation responsible for their certificates, and shipowners, as in this matter, where they feel that their dangers are largely increased, and that we shall have very serious embarrassment, we say, from the desire of some powers, who are not so largely interested as we are in maintaining our supremacy at sea.

491. At page 6 of the proceedings at that important deputation to the Board of Trade you point out the great importance of a ship at sea in a fog being able to indicate her position?—I made that as a suggestion that I thought was a practical one, namely, it is one more for practical men than myself, but I suggested it to the President, and I thought it was worth making; I did not ask that it should be inserted in the Washington Rules; several others I suggested.

492. You do not wish to express an opinion upon the special rules which have been submitted as to which should be omitted or not omitted?—I mention it from my point of view; the captains are in charge of that particular duty, and I have taken charge of the historical and national view, and prefer to keep out of the thing that I do not know so well as my neighbours.

Mr. *Blake.*

493. I understand you to think that we ought to derive our information as to the real practical difficulties to be encountered from these rules from the men on the bridge?—Yes, and who are responsible.

494. You are about to tender the evidence of some of the captains of your own line?—At once; you are all aware that I have to go to jail for two years, under the Shipping Act of 1875, if I send a ship to sea in an unseaworthy condition, and I submit that I will send all these ships to sea in an unseaworthy condition if I send captains to sea who are not able to handle their ships in a fog, and who may run the ship into danger, just as if they were sent with a bad boiler. It is rather important for us that the Canadian shipowners are strongly with us on this matter, and I hope that you will receive evidence from the Deputy Minister of Marine, who has the general direction by his Government in Council to give evidence against the application of these rules.

Mr. *Cayzer.*

495. I think you told us that you have interviewed many of the foreign shipowners relative to

Mr. *Cayzer*—continued.

to these sounds in fog signals, and that the information you get from them is that the author of them was Admiral Bowden Smith, and their representatives at the Washington Conference protested against these new fog signals, but gave way to the British proposals considering they were the largest interest?—I have read a letter from the President of the Nautical Society of German Shipowners, in which he has stated from Berlin what are the facts of the case as referred to by Mr. Cayzer, and the letter itself shows to that extent, as far as Germany is concerned, it is quite true.

Sir *Richard Webster.*

496. As I gather, when you appeared before the Board of Trade, you were, practically speaking, representing other people's opinion with regard to some of the rules?—I was made the spokesman for all, and I spoke on the general behalf and with the approval and concurrence of them all.

497. You pick out 2, 3, 4, 5, 6, and 7. That referred, did it not, to the letter of the 21st March 1894, from the Liverpool Steam Shipowners' Association, which is printed on page 11 of the Correspondence?—That is so.

498. And if the Committee compared 2, 3, 4, 5, 6, and 7 there with the rules which are altered, we shall find what you refer to?—That is it, exactly.

499. You do not desire to put this forward as a witness of expert opinion as to the difficulties that may arise?—No, I would rather leave that to those who are responsible.

500. We must have it clear; you are not to be quoted as an expert witness as to confusion which may be apprehended, or which may be brought about by these rules?—So much so, that I wrote to that effect to the Secretary of the Committee to say that the technical evidence and practical evidence would be given by others. I offer no opinion, and would rather not be involved in a discussion about them.

501. Your position is that you do not want to have it said that you were a witness as an expert against them?—I think it is better for the Committee to have better information. The steamers of our line, running round the Land's End from Liverpool to Hamburg once a week, have done so for over 20 years without any injury, and frequently in fogs. I have asked the Liverpool Office, with your sanction, to give one of their captains leave to come here and give a few minutes' evidence as to their experience in coasting round the Land's End and in the Channel in fogs.

Mr. *Roby.*

502. Am I right in understanding that your great objection is that the mercantile marine have not been consulted, and yet are the most concerned?—That is a grave objection on their part, producing the sense of injustice which caused the friction to which I referred, between them and the Board of Trade, into which I entered for the sake of pacification, and to enable them to have a little more certainty in the shipping business of the world.

Mr. *Roby*—continued.

503. I understand you to say also that the great objection that you represent here is that the multiplicity of these signals will not be readily worked by a large number of the mercantile marine?—It is an impossibility, I hold; an absolute impossibility. It is very well for the admirals to come here and give evidence, or to speak as they did in my presence before now. I could name some of the best admirals in the British Navy who are entirely of my opinion in this matter; but admirals and officers of the Navy have their men continually with them; and will the Committee just bear in mind for one moment that they pay off their men after three years' service or longer, and I have to pay my men off, according to the Merchant Shipping Act, every trip, and I am not allowed to engage sailors for a year, three years, or five years. I have to pay them off every trip, however well they behave. The "Norham Castle" coming in lately, every man was paid off, but they do not leave the service. Admiral Hoskins spoke to seven of the men, and he found there was not one less than seven years in the service; but they cannot be trained, because they are not bound, and they are in different ships from time to time of our service. I think it is unreasonable to suppose that the conditions are the same for the admirals. They have their officers specifically set aside for the purpose. Our officers cannot do it; the men have not time for it, hardly time to get their meals.

Sir *George Baden-Powell.*

504. I do not know whether you could carry your mind back to what I want to ask you as to a date; can you say when the British shipowners were first consulted by the Board of Trade?—I have it all here in the correspondence and complaints of the Mercantile Marine Association of Liverpool, and the Chamber of Shipping, and the Steam Shipowners' Association of Liverpool; but I sought to set that aside in my mind as far as possible, that I might be impartial in dealing with the Board of Trade. I did not trouble my head to recollect exactly the dates, or even the argument of one against the other.

505. Do you recollect whether there was any consultation before the meeting at Washington?—I believe there was; but the great complaint of the shipowners has been that they have not been consulted except in a certain way; not with a desire to meet their views, but from an opposition point of view, and with the view to impose Board of Trade regulations, which makes the shipowners very dissatisfied. They contend that they have not been properly dealt with; they have had reason for complaint.

506. Had the British shipowners any idea that such large alterations were to be made in fog signals, before the Washington Conference?—I do not think they had, and if they had known what was going on they would have presented it there.

507. The British shipowners did not contemplate such alterations being made at Washington?—No.

508. With regard to foreign shipowners, and to their protest against these rules as they are now

Sir *George Baden-Powell*—continued.

represented (we know of Germany and Holland) have we any specific objections from the shipowners of any other countries?—I believe even in America there is opposition, but, inasmuch as there is a great deal of traffic and trade in the bays and rivers of the United States, and they have not such a large ocean traffic as we have, there has not been the same manifestation as there is in Germany, where they are very strong, as I have read.

509. Do you know of any protest coming from the Scandinavian Government?—I do not. Be it remembered that they have very small sailing ships. I may say upon that, I think I might read a very important letter from Germany, which is prior to this meeting, in which Mr. Adolph Woermann, the great shipowner, as chairman of the shipowners' association, states specifically their reasons against the sound signals.

510. The German Shipowners' Association?—Yes; and he represents the whole shipping trade. "During my recent stay in London you told me that you would wish to hear the view which shipowners and captains had here with regard to the proposed alterations in the Rules of the Road at Sea, intended to be introduced by the British Board of Trade, especially with regard to the sound signals for fog. I may state herewith, that since the year 1891, after the Resolutions passed in the Washington Conference were known, both our Chamber of Commerce and our Association, and also the Nautical Union," whose letter I have read, "and the Union of Sea Captains have taken every opportunity of protesting most energetically against the introduction of the sound signals. All these associations have pointed out that those signals were not only most unreliable, but that their introduction would be absolutely dangerous. It would, in the first place, be impossible to state

Sir *George Baden-Powell*—continued.

exactly what a prolonged blast and what a short blast was; according to the scientifically proved laws of the nature of the sound, it was quite certain that very frequently sounds could not be heard in certain districts or various distances from the source of the sound; and that therefore it would be quite impossible to rely upon the sounds being heard always and in all places, and to make out whether it was a short or long blast. At the same time, it was said that it would be difficult to the captains to know the various signals by heart, while it would entirely be impracticable to refer each time to the table of signals in order to ascertain the meaning of each signal. Besides these points, it was mentioned that very often, owing to the insufficiency of steam whistles on most of the steamers, which do not produce a loud sound on the first pull of the whistle, but let the steam rush out for several seconds without giving a loud sound, it would be even impossible to the signalling captain to say when the sound actually began. There are also serious objections here with regard to the introduction of the new side-lights proposed by the Board of Trade, and all the associations above referred to have decidedly opposed this proposal. I hope that the agitation of the British shipowners will succeed in preventing the final introduction of such very dangerous changes in the present Rules of the Road; and remain, dear Sir, yours very truly, *Adolph Woermann*, Chairman of the Hamburg Shipowners' Association." These two gentlemen are the most important shipowners, and they represent the whole shipping interest of Germany; and in the letter of the 2nd February, 1893, the same year, this was said to me by Mr. Laeisz: "You are well aware that all our nautical men are unanimous in their concurrence with the views you have so forcibly and convincingly expressed about the complications of the sound signals of the Board of Trade."

Captain MATTHEW PEDDEN WEBSTER, called in; and Examined.

Chairman.

511. ARE you in what is popularly called the Donald Currie Line; the Castle Line?—Yes.

512. Trading to the Cape?—Yes.

513. And to Natal?—Yes.

514. Have you been a long time captain of one of these vessels?—I have been with Donald Currie and Co. in command for 23 years, and in command of other ships for five years; altogether more than 28 years in command.

515. As we all know, these are very large ships?—Yes, large ships.

516. Have you had your attention drawn to the new proposed sound signals for fogs?—Yes, I have.

517. I do not know when you considered them. Have you been considering them long?—Yes, ever since I heard of them: but I heard nothing of them until they had been passed by the Washington Conference.

518. Will you give us, if you please, your opinion upon the point of the propriety of these

Chairman—continued.

rules, and whether they are likely to induce danger?—Yes, I do think so.

519. Will you tell us in your own way what you think about them?—I think it will be a great mistake to multiply the signals we have already got for use in a fog. Practically, for a steamship under way, we have now only one signal, and that is what is named here (*a*); a steamship having way upon her shall sound at intervals of not less than two minutes a prolonged blast. That is the only signal we have, and that, I think, is ample for a fog. If you increase the signals you are bound, in my opinion, to increase the risk of collision.

520. What leads you to think that; will you give us your reasons?—In the first place, that the one signal that you have got, the moment that you hear another ship giving the same signal, one blast, every prudent shipmaster stops, and the other ship stops too. You feel your way. He gives a blast, and probably after some time

Chairman—continued.

time you are able to determine the locality of that signal, and you are very careful; but if you get these other signals you will make officers think that they have a right, by giving those signals, to move on.

521. Is there not another rule, Rule 16, which contains a provision upon that subject. Just see if that does not contain a provision: Rule 16 says a steam vessel having apparently forward of her beam a fog signal of a vessel, the position of which is not ascertained, shall, so far as the circumstances of the case admit, stop her engines, and then navigate with caution until danger of collision is over. That rule is a new rule in addition to Rule 15?—Yes; that is supposing all the rules under Article 15 are in force. That is a thing you have to be careful of; how is it possible to tell if that signal is abeam? You hear a noise. How are you to tell it is abeam? It is a well-known fact that you cannot locate a fog signal; in fact, the Board of Trade themselves issue a notice to mariners warning them against placing reliance upon the apparent location of a sound. Perhaps there are six ships surrounding you; you are hearing six blasts, and yet the words of the Board of Trade notice to mariners are:—"Sound is conveyed in a very capricious way through the atmosphere. Apart from sound, large areas of silence have been found in different directions and different distances from the signals, in some instances even when in close proximity to the sound signals. The mariner should not assume, first, that he is out of ordinary hearing distance because he fails to hear the sound; second, that because he hears a fog signal faintly, he is at a great distance from it; thirdly, that he is near it because he hears the sound plainly; fourthly, that the distance from, and the intensity of, the sound on any one occasion is a guide to him for any future occasion——"

522. What are you reading from?—I am reading from a notice issued by the Board of Trade to mariners: "Fifthly, that a fog signal has ceased sounding because he does not hear it, even when in close proximity."

523. Those are the conditions under which you have at present to act as best you can?—This is a special notice from the Board of Trade warning mariners against putting reliance in a sound signal; and, as a matter of fact, I think we have six new signals introduced here.

524. I wanted to ask you about what you were saying, in order that the Committee may appreciate it. You said that if the new signals were added to the old signal, that a captain would think himself at liberty, when he heard some of these new signals, to go on instead of doing what he ought to do, to stop?—I am afraid that would be the tendency, that what has been in the mind in making all these new signals is not only for safety in a fog, but that you can navigate in a fog; my contention is that we should not navigate in a fog.

525. But supposing there is a rule also, which we will assume ought to be added, forbidding you to navigate in a fog unless you were perfectly clear where the sound was, and knew exactly, do you not think that would prevent that particular objection?—I am afraid not, from the fact that it is impossible to be certain where the sound is.

526. Your view is that whenever you are in a fog you ought not to navigate at all?—Certainly not, when you know a ship is near.

527. I thought you said that, as soon as you were satisfied, after waiting a little, where the other ship was, you might navigate?—No doubt then, if both ships are stopped and we continue blowing our whistles, probably after a time we are in absolute certainty that one of the whistles has gone past us, and we have passed each other; that may be so, but the difficulty on the bridge of a steamer is that many a time have I been with two officers on a bridge in a fog, and a whistle has sounded, and I have said, Where is that sound? One officer would say, It is there, and another would say, No, it is out there, and I would say, No, it is out here, to my mind.

528. I think that has been shown to us, but the point you were putting at the time was, as I understood it, that the number of the rules would tend to make men less cautious than they should be in navigating in a fog?—I am afraid it would have that tendency; I am afraid the men would think those rules were specially laid down to allow them to navigate in a fog.

529. And though it is dangerous to navigate in a fog, it would encourage them to do so?—That is my view.

530. Tell us any other objection that you have about it?—The other objection I have is one on which surely every person must be agreed. My opinion, as I say, is that we should have none of these, but simply have the rule that we now have; but supposing that is over-ruled, and that it is determined that we shall have some extra sound signals for fog, surely every person must agree the fewer we have the better. In those new signals take, for instance, (*h*) and (*j*); (*h*) says a vessel employed in laying or picking up a telegraph cable shall, on hearing the fog signal of an approaching vessel, sound, in answer, three prolonged blasts in succession; (*i*) is a vessel under way, which is unable to get out of the way of an approaching vessel, through not being under command or unable to manœuvre as required by the rules, shall, on hearing the fog signal of an approaching vessel, sound, in answer, four short blasts in succession. The last one is a ship disabled for a moment, and from some reason she cannot manœuvre. A telegraph ship laying a telegraph wire, or picking it up, is in the very same position. Why have two signals for the same thing? She is a ship that cannot manœuvre. Why multiply the signals unnecessarily?

531. That is, you would like to apply the one rule to the telegraph ship?—She is a ship that cannot manœuvre; she is identical with the other one.

532. You would dispense, in any case, with one rule relating to telegraph ships?—Yes, certainly; she is a ship in the same position as the other; she cannot manœuvre.

533. Telegraph ships, in fact, I suppose you are not very constantly meeting?—I never met one in my life, I mean never laying a cable. Of course, I have met a telegraph ship.

Chairman—continued.

534. I want to ask you in what other way, besides what you have told us, the new rules would lead to danger. You think they would lead to danger?—Yes.

535. In the first place, because they would encourage people to navigate when they should not navigate in a fog; in what other way do you think they would lead to danger?—By their sense, for a certainty, being misunderstood. Supposing in very narrow waters you are surrounded by ships, as it sometimes happens; for example, it frequently happens in the Thames that fog comes down just like a mantle thrown down at once; with a big ship, supposing you are going down on an ebb tide, you cannot drop your anchor instantaneously, because you would probably tear away all your hawse pipes; you would probably do a lot of damage. The consequence is that you must try and get your ship round to head the tide before you anchor, or partially head the tide, and in going round there are a dozen of these different sounds where you have the one sound just now, which is all that is required to know that it is a ship there, or if you hear a bell, to know that it is a vessel at anchor; but supposing you have at once six extra sounds all sounding about you, I do not know about creating confusion, but I think you would have to increase the size of your asylums here for the masters on the bridge of these steamers.

536. There being five or six other ships about, and if they were all sounding the prolonged blast, it would not afflict you so much as if they were all sounding different signals?—No, because we know the blast is the one signal for a vessel under way now, and we know the sailing ship is a horn; we know that a vessel at anchor is a bell. It is the one thing; it does not matter which, but with the new fog signals your mind would be strained to make out what signal is that, what is this, and what is the other. It would be impossible to tell what they were, and it would lead to endless confusion, and, consequently, I think, to more collisions.

537. You were speaking, particularly in this instance you gave, of river navigation; of the tidal River Thames?—Yes, but the same thing occurs out in the ocean. There are tracks of the ocean round Finisterre, when you are going down to the Mediterranean, a place where fogs are very prevalent, and I have seen 20 ships within a radius of one mile there frequently.

538. Just describe, if you will, as distinctly as you can, in what way you think the difference between these new signals and the other signals would tend to increase the danger in a situation like that. Do you mean if they were old signals only you would be able to discriminate between the vessels, and you would know there was a steamship under way and a sailing ship at anchor?—Quite so; that they were under way, and you would not have to study what the different signals meant, and, as I have already explained, the multiplication of those fog signals, when you cannot allocate the direction that the sound is coming from, must be confusing.

539. Two naval officers have given us evidence

Chairman—continued.

about that, and they told us that though, in the multiplicity of sounds, if there were a great many ships, it might be difficult to distinguish one signal from the other, at the same time the quantity of sound there is all round you would tell a cautious man to navigate very carefully; in fact, to stop his engines, and, for that reason, it would be a warning and caution to him, even though he could not distinguish the sound. What do you say about that?—I do not know. I think those signals, if adopted, would decidedly create great confusion in the mind of any person on the bridge of a steamer. There is no position in life where a man requires to have a cooler head than on the bridge of a steamer in a foggy, dirty night in the Channel, or anywhere else; no position in this life that you would require greater coolness; and, if you pass any rules that will create confusion in the mind of that man, then you are undoubtedly increasing the risk of collision.

540. This is what the naval officers tell us, I think in substance, that if a master of a ship heard all these sounds all round, whether he could distinguish or not what each particular sound was, if he was a sensible man he would stop his engines?—So we do with the one signal. What is the good of having those other six when we do that with the one?

541. I was not asking you what the good was. I was rather asking if the man was a prudent master, when he heard all this dreadful sound round him, and he could not distinguish the sound, I suppose he would stop his engines as you do now?—We do so now.

542. That is what these officers told us, and I want to know your answer to it. I want to know what your idea is about that which those distinguished men have told us. They have said there might be confusion from the effect of these different sounds on the mind, but there would be no danger, because a prudent man would do what he would do now; that is to say, he would stop the engines. How would that increase her danger if he did that?—Because by these rules you are given in different positions to do different things; and, as I have said before, it seems to me that nine-tenths of the coming shipmasters will say those rules are made for navigating in a fog, and they would not be so careful.

543. At all events, you think the practical seaman would know perfectly well, when he looked at Article 16, that he was ordered not to treat them as directions to navigate, but as directions to stop her engine?—Let me answer your other question. Before I could answer it I had to read the rules. In answer to your question I would call your attention to (*g*), a steam vessel wishing to indicate to another "the way is off my vessel, you may feel your way past me"; that is one of the new rules. You ask in what way any of the new rules would increase the risk of collision. Amongst a lot of vessels I hear out here from a vessel a sound indicating that I may find my way past her, and I think she is a little close, and I put my helm over to get past, I have to move my way past her slowly; but the sound is really

over

Chairman—continued.

over here, and I go into her. There is a rule that is absolutely telling you that you are to navigate in a fog.

544. You would take that rule only to apply to cases where the vessel sounding the signal was ascertained, and where you felt really perfectly certain?—Yes, it ought to apply to that; but the great difficulty is, as we experience, to avoid what happened the other day, where one of our ships touched the Eddystone Rock by the sound being away in a different direction.

545. I quite appreciate, that and you have told us another also, that a sound is very misleading in a fog; but you are not bound unless you feel perfectly certain, Rule 8 does not compel you or order you to feel your way past the other vessel?—Surely, when you make a signal for that purpose it is an inducement to you to go on.

546. You think that would operate as an encouragement if you could do what you would not do if you only had the one long blast?—Yes, I might be mistaken in the direction of the signal and it might lead to trouble.

547. Is not the substance of your apprehension this: that these rules may operate to induce captains of ships to navigate by the sound?—Partially that is so, but also that the present rule has acted admirably well, and I cannot see why you should multiply those sounds when they are apt to lead to confusion.

548. Is there any other criticism you would like to make upon it?—No, not within that rule.

549. It is only Rule 15 we are discussing, and, of course, Rule 16 relates to Rule 15; is there any further criticism you would like to make?—I think if you took a great number of shipmasters, and asked whether they thought it necessary to have other fog signals, probably you would have found that the large majority of them would have said, "Well if we are to have anything else, have the signals that are now optional when ships are seen." That is Article 28. There are three signals that every seaman understands perfectly; that is, one short blast, port; two short blasts, starboard, and three short blasts, going astern. Everyone understands that. If it were necessary to give us more fog signals, I think it would have been better if we had acted in that direction than to give us new ones.

550. You mean you would have applied, in the case of a vessel in a fog, the signals you have in case of vessels in sight?—Yes; as a matter of fact, it is very often done in a fog. I have heard vessels do it again and again.

551. Has it led to difficulty, their using these other signals?—I do not think it does, greatly; but I think the real fact is that in a fog, when it is possible, the proper thing is to anchor. If it is not possible, you ought to drift.

552. Those being signals you have referred to for vessels in sight of one another, are they course-indicating signals?—To a certain extent they are. One is, I am porting; the other is, I am starboarding; and the other is, I am going astern. You might say they are course-indicating.

Chairman—continued.

553. If they have been course-indicating, to use them in fogs has a greater tendency to affect a master's coolness, has it not, than merely to apply other signals?—I am not advocating their use at all; but I say, if it was found necessary to have other fog signals, in my opinion it would probably have been better to have introduced the signals that are already well known and well understood.

Sir *Michael Hicks Beach.*

554. You desire the fog signals to remain as they were before the Washington Conference?—Yes, just the one signal for a steam vessel under way.

555. Supposing that Great Britain, for instance, adhered to that, and other nations, say the United States and other nations, adopted the Washington Conference rules and the proposed new signals, would not that make much more confusion at sea than the general adoption of the new signals or the universal adoption of the new signals?—Undoubtedly; but if you ask my opinion, I think it is very probable you would find all the other countries would follow whatever you do now.

556. I do not want you to think of probabilities, because I am afraid there are probabilities the other way; I want you to tell me if you think if that were to be done it would not make more confusion at sea than the universal adoption of the new signals?—Why should two-thirds of the shipping of the world be forced into a thing by the other third?

557. I am afraid that is not an answer; we all feel that?—My answer, if you wish me to answer that question is, that it would cause more confusion undoubtedly.

Marquess of *Carmarthen.*

558. Have you spoken of this to other captains and other officers in the mercantile marine; I do not mean the Navy?—Yes, very largely.

559. Have you found one of them in favour of the rules?—Not one; I have not heard one practical man in favour of them. I must qualify that by saying that I certainly have found naval men; but the navigation of warships and our mercantile marine are utterly different things. You have highly qualified officers on board the men-of-war, and you have an officer for everything. On board a man-of-war you would have an officer to attend to those signals specially. An officer on board one of our ships has to do everything.

Admiral *Field.*

560. Perhaps it may be a comfort for you to know that the naval officers are in sympathy with you in every way, but I want to ask you a question. I think your main objection to most of these signals rests on this: you would not suffer very much if it was only an isolated ship in a fog, but it is because where traffic converges, say at Finisterre or at the entrance to the English Channel round the Fastnet, that then the number of ships would cause a confusion?—Yes.

561. There is one important signal here, B.; I want to know whether you share the opinion of

Admiral *Field*—continued.

Sir Robert Molyneux, who, in answer to a question from myself about the signal "B," "two long blasts, stopped," said that he looked upon that signal as of very great importance, and is quite certain it will save life and property. Have you any objection to those two prolonged blasts being maintained to indicate that a vessel is stopped. You have given your opinion if there was a crowd of shipping; but supposing you were meeting only one ship, it would be a great advantage to you, would it not; it would not increase your danger?—In answering the question of the gentleman just now, I have been stating generally that I would rather have no alteration; but if it becomes a question that we have to accept some of them, if there is a compromise to be made, then, of course, that is a different matter. Undoubtedly there are three of them there that I think are absurd. That would be one probably that I would retain.

562. I want to pin you to that "B" signal. I think you would agree with most practical men that, if you could be sure of that, that would be an advantage?—Yes, if it is necessary at all, but I still do not think it necessary.

563. You would not be in a worse position by having it there?—No.

564. It may comfort you to know that the signals "E," "G," and "I" are objected to by Germany?—Yes, I think the signal for a vessel at anchor is an absurd thing. In "E," in my opinion, you are hearing two blasts of a whistle, then you suddenly hear a bell, and it is all from the same ship. You first have the two blasts, then a bell. Why not a bell? A bell answers very well to anchor. The only thing is, it perhaps does not make noise enough at times.

565. I want you to turn your attention to signal "I," "not under command," and then to signal "B"; it has been thought that those two, at all events, might be blended?—That is one of my objections, the interval of one second between those. You might get the short blast continuous (that is my meaning)—general confusion.

566. Will you take signal "B"; we are told on authority that the United States will never give up that signal, "Vessel towing"?—If we are to have anything there is no doubt that we ought to have one to indicate a vessel in tow.

567. You would not object to that?—I do not know that that would be the best form, but there is no doubt we ought to have some indication. If we are to have any additional fog signals, that is about the most important thing, a vessel in tow.

568. Then, the telegraph ship, you have already said, is an imaginary danger?—Yes.

569. Then it might be blended into signal "B"?—It might be blended into "I."

570. You would abolish "I," and blend "I" with "B"?—Yes.

571. You would blend telegraph signal "H" with "F," the vessel towing and the telegraph ship?—Quite so.

Mr. *Blake.*

572. I would like to ask you this in reference to these new signals: do they, as a general rule, indicate a greater or less condition of danger than the condition of the signalling ship being under way, being under steam, and moving in the water?—I do not just follow your question.

573. You have a signal for a vessel towing?—Yes.

574. You have a signal for a vessel at anchor in a fairway. You have a signal for a cable ship, which might be blended with another, but still it is a different condition to a vessel not under command. Take this class of cases, which is intended to be indicated by these new rules, do they as a rule indicate a condition of greater danger which requires greater precaution than the other condition which is to be left untouched?—I do not think that they do, but they would lead, in my mind, to greater danger.

575. I do not say the signals, but I say the condition of the ship which is attempted to be indicated. Would you be more cautious or less cautious; would you feel you had more to do?—I think if you were surrounded by a lot of ships, and they were all blowing off signals——

576. I am not speaking of any number of ships, I am speaking of one ship for the moment. I want to know whether the condition attempted to be indicated by special signals is, in your judgment, a condition which would demand greater caution on the part of a navigator than the condition of a vessel being under command, going through the water, not being at anchor, not having a ship in tow?—You are speaking, of course, of a fog. These signals are made in a fog in distinction to one signal we have now. I do not think that it would conduce to more caution. You say you have not a number, only one sound. You say that I hear two or three blasts, whatever it may be, only from one; I am surrounded by ships. In that case, I think that those rules would rather induce you to go on navigating when probably you would otherwise stop.

577. You think you would have less inducement as a prudent man to be cautious and stop navigating when you knew that it was a ship you were approaching that had a tow, for example, or a ship not under command?—I think so. I would probably find I was mistaken.

578. You tell us that you would go on more boldly?—I am afraid these rules would conduce to that.

579. I am talking of a cautious man. Supposing you truly recognised the signal and found out what it was, would you be more or less careful about moving when you knew the ship you were approaching was a ship that had a tow or a ship at anchor in a fairway?—If you knew exactly where the ship was.

580. You do not know that with the present signal?—You do a ship at anchor, perfectly; the only case that we do not know is the towing.

581. I thought you said just now that you did not know in a fog where the ship was?—At anchor.

582. But you cannot recognise where the sound comes from, and, therefore, you do not know where the ship is?—Perfectly, but we have a signal for it.

583. But

Mr. *Blake*—continued.

583. But it does not tell you where it is?—On that point, with the signal that you spoke of just now, I cannot tell where it is either; I thought you said we had located where it was.

584. No, not located where it was, but had become informed of what the signal was. You have a permanent difficulty of not knowing where it is, but you recognise the two short blasts and the long one, whatever it may be?—Any prudent shipmaster in navigating the ship in a fog, whether you have a dozen signals or one, of course, is bound to stop and be very careful. I do not suppose, having a lot of things, you make much difference.

585. You do not think a man would be less cautious; you think he would be rather more cautious in the confusion of sounds?—If he has a very great number of sounds he will not be so cool in his head over it.

586. That is all?—It is a very great "all." I have already said I know no position in life where a man requires to be cooler than on the bridge of a steamer on a foggy night.

587. I agree; but I understood you to say, that the one duty of a prudent mariner in a fog was to stop and drift, not to navigate the ship. I do not at present see why, because the confusion of sounds is aggravated, and they are all round him in every quarter, he should be disposed to go on any more than when there was only one sound from one ship?—Supposing he hears sounds all round, and he knows there are a very great number of imprudent people in this world, and they may be coming to him, he cannot distinguish; he cannot get away from them, and he is there in absolute confusion.

Sir *Richard Webster*.

588. Under the present condition of things, the only rule of navigation in a fog is that you are to go at moderate speed?—Yes.

589. We ought to add one other general rule, that in obeying these rules due regard should be had to all dangers of navigation, which, of course, would include fog?—Yes.

590. There was no rule about the vessel which was being approached in a fog stopping at all, was there?—Yes.

591. The old rule was only going at a moderate speed; just look at the old rule, Article 13: "Every ship, whether a sailing ship or steamship, shall, in a fog, mist, or falling wind, go at moderate speed." I want to ask you a question about new Article 16. There was no rule directing a ship to stop in a fog at all?—I think there is in the old rules.

592. You are thinking of the rule about approaching and involving risk of collision; there is no rule in a fog you will find. Suppose you hear nothing in a fog, you are allowed to go at a moderate speed?—That is one point that I have often thought was a mistake; the words "moderate speed" ought to be defined.

593. I want to bring out your opinion about that. Are you aware that it was decided that if a captain hears a fog signal on his bow, and he thinks it is, say, two or three points, and does not stop at once, that he will be held to be

Sir *Richard Webster*—continued.

blamed?—I think in practice we would all do it.

594. In practice, if you heard a signal which was two or three points on your bow, in a fog, from a steam whistle, you, as a prudent captain, would stop?—Yes.

595. You know what a passed ship means very well?—Yes.

596. You know her, when you can see a light broad enough on your beam, to be passed?—Yes.

597. Do you not think it a prudent thing that there should be a direction to tell a man in a fog that he was to stop if he was not satisfied it was a passed ship?—Not if we say that everyone really does stop the moment they hear any fog signal.

598. I perfectly understand you, and I wanted to bring out your opinion, and it seems to me you answer it as I wish. If you heard a fog signal away on your bow you would stop at once?—Yes.

599. Unless you saw she was clear of you?—Yes.

600. Let me call your attention to Article 16, which bears on these signals: "A steam vessel, hearing apparently forward of her beam the fog signal of a vessel, the position of which is not ascertained, shall, so far as the circumstances of the case admit, stop her engines, and then navigate with caution until danger of collision is over"; do you not think that is a good rule; that is what a practical seaman would do, or what you yourself would do?—Yes, that is really what we do do.

601. Now, let us go back to the fog signals; there is a broad distinction between crowded waters and open sea, is there not?—Certainly.

602. You will agree, as a practical navigator, that no prudent man would think of navigating when he heard fog signals round him?—Certainly not.

603. He would stop at once?—If there is an anchorage he ought to anchor.

604. Or, if he cannot anchor, he ought to stop?—Yes.

605. When it is put to you about being confused with a number of sounds, one ahead, one on the port bow, one on the starboard, you would stop and anchor if you could?—Anchor if you could.

606. Let us consider not that condition of things, but the condition of navigating in comparatively open waters; I mean in the ocean, and hearing one signal only. You are aware that a prolonged blast is an understood signal at the present time?—Yes.

607. I will read you the present rule: "A steamship under way shall make with her steam whistle or other steam, sound signals at intervals of not more than two minutes, a prolonged blast." That you have no difficulty in understanding at the present time?—None whatever.

608. It has worked well?—It has worked well.

609. You have also told us that the course-indicating rules when vessels are in sight, one

short

Sir *Richard Webster*—continued.

short blast, two short blasts, and three short blasts, are perfectly well understood?—Yes.

610. You have never had any difficulty in distinguishing between a prolonged blast and a short blast, have you?—I have never had the two combined.

611. Do not misunderstand me. I am merely saying, with the blowing of the prolonged blast which is now used, you never had any difficulty in distinguishing that from the short blasts which are used in the helm rules, had you?—No, because the one is used in a fog, the other was used when you saw the vessel.

612. I will ask you a question about the application of the short blast rules directly. I want to follow out the question put by Admiral Field. Just imagine that you have got in a fog one prolonged blast, surely it would be an advantage to know whether that vessel was actually under way; that is to say, had way upon her or whether she was stopped?—I say, as a matter of fact, if you are yourself going at a very moderate speed, the moment you hear a blast from a whistle or any signal, a prudent shipmaster, knowing the signal or the sound may be all round, stops at once, and the other ship does the same.

613. We all assume that, and we are not making rules for gentlemen of your experience, but for other people. Would it not be an advantage to a man who hears one prolonged blast to know whether that vessel had any way upon her or was stopped in the water?—If it could be absolutely conveyed to him, yes.

614. It would be an advantage?—Yes, if it could be conveyed without the slightest difficulty.

615. What confusion can possibly be introduced by a vessel that is stopped giving you two prolonged blasts instead of one?—Supposing there are half a dozen vessels round; supposing you are off the Isle of Wight, and there are half a dozen vessels, and they commence blowing off horns round you.

616. I am asking you to exclude the case in which no prudent man would navigate, in which you hear half a dozen others round you?—I am putting a case to you that you may be in a position that you cannot anchor; you are under way, and, we will say, to take the place I mentioned, off the Isle of Wight, perhaps in 30 fathoms of water, where you cannot anchor, and in a very short time half a dozen or a dozen ships crowd there—if those signals are adopted, that which would be good when there are only two ships would lead to confusion at the very worst time, at a time when there are a lot of ships together, when you cannot anchor, and have to drift, and it would lead to the greatest confusion.

617. That would probably lead to a rule that vessels are not to navigate at all where there are a number of fog signals. I wanted to know if you could tell me, as a practical man, any danger that would be caused by your being told that a vessel whose fog signals you hear is not making way through the water?—If I could understand the signal, certainly it would be an advantage, but you are assuming I only have one ship near.

Sir *Richard Webster*—continued.

618. Now, I want to ask you about towing; vessels tow under very different circumstances, do they not; that is to say, a vessel may tow with a very considerable length of hawser out?—They tow under different circumstances out at sea and in a waterway like the River Thames.

619. Do you not think in a fog it would be an advantage to be told that a vessel that was signalling you had something fastened on to her?—I have already said yes.

620. If that signal could be given without confusing you, it would be a prudent thing?—Yes.

621. Do you think that one prolonged blast followed by two short blasts would not be a signal readily distinguishable, bearing in mind what you said to me about prolonged blasts being well known. Do you think that one prolonged blast followed by two short blasts would not be a signal readily comprehensible?—I fear that if you are hearing a lot of them you might take it for two prolonged blasts, the one long blast and two short ones.

622. You are always coming back to the question of hearing a lot of them, and I quite understand your view; but what I am putting to you is that the vessel that is signalling to you desires to tell you that she has something in tow. Do you really think that one blast followed by two short blasts, supposing there were only two, could be a misleading signal?—Yes, I do; in many circumstances it would. With the interval of a second between the two short blasts you might easily mistake those for two long blasts.

623. One word about the anchorage: You do not like the bell being mixed up with the steam whistle?—Certainly not.

624. For all anchorage purposes a bell is as good as a steam whistle?—Yes, with the bell in a good position.

625. With regard to "G," that is "The way is off, you may feel your way past me," you think that would encourage people to navigate in a fog?—I think it would.

626. I want to ask you a question about what you have introduced for the first time. Do you really think it would be a prudent thing to introduce the course signals of Article 19: "I am directing my course to starboard"; you know the signals I mean?—Yes, perfectly; I think I was misunderstood there. I did not say I would suggest they should be introduced; but I said, if I had been compelled to accept of some fog signals, that I think it would have been probably better to have given us the signals that were thoroughly understood by the whole of the officers of the mercantile marine.

627. Just think, for a moment, before your opinion goes out in favour of that. Those are now understood as signals for vessels which are in motion, indicating, the one "I am porting," the other "I am starboarding," the other "I am going astern"?—Yes.

628. If those were applied to fogs they would be course-directing signals in a fog. If they were to be used in a fog, or it was optional that they were to be used in a fog, they would be course-directing signals in a fog?—I did not mean

Sir *Richard Webster*—continued.

mean to advocate these as against the other signals at all.

629. Do you not think it would be highly dangerous to introduce anything of that kind in a fog?—Certainly, it is highly dangerous to offer any inducement to navigation in a fog.

630. Your view is that, under any circumstances of danger, you ought not to navigate in any fog at all?—Certainly.

631. It is to that end you would frame all your signals?—Yes.

632. To induce people to stop whenever there was danger in a fog?—Whenever any sound indicates that they are approaching any vessel they ought to stop.

633. And, of course, all the more where there is a probability of crowded waters or many ships as distinguished from the open sea?—Quite so.

Mr. *Roby.*

634. You objected just now to this particular signal of one long blast followed by two short ones. Can you suggest any better signal?—No, I do not believe in the signals at all; that is my argument all through.

635. Can you distinguish well in fogs between a long and a short blast?—No, you cannot.

636. A good many remarks have been made to show that what might be all right in open waters might be wrong in crowded waters. Could you lay down any rules as to what you should consider crowded and what you should consider open?—No, it is impossible.

637. They run into one another?—They run into one another often.

Sir *G. Baden-Powell.*

638. Have you any experience in the smaller class of steamers?—Yes, I have been for a short time in a steamer of 800 tons.

639. The class of steamers I am thinking of is coasters?—No.

640. In their capacity for making signals, do you think they are all fitted with apparatus which would make distinct signals. Could you be sure, in your steamer, of making a long and two short blasts?—No, not always on a frosty night. We will suppose the fog just comes down; you would be quite half-an-hour getting the whistle clear before it will sound at all.

641. While you are getting clear, are you making any sound?—Horrible sounds, but not sounds which would be distinguishable at all.

642. Do you feel some difficulty in making the signals?—With some there is. That might be overcome by some other mechanical appliance, compressed air, say.

643. On one point you think that if these rules were enacted as they stand, these (*a*) to (*i*) rules, that captains would look upon them as rules to be obeyed, and that might encourage them to navigate where, under your system, that would not be permitted?—I do.

644. Do you think that captains of steamers look upon such rules as regulations to be obeyed, not merely as hints in navigation?—They look upon them as rules to be obeyed; I take it if this once becomes law that the captain's certificate is at stake if he does not obey them.

Sir *G. Baden-Powell*—continued.

645. And you think, if you heard a signal that implied, for instance, a telegraph ship, you would navigate accordingly?—Yes.

646. And feel that you ought to do so?—I would think you ought to do so.

647. Speaking of those signals when vessels are in sight, the new Rule 28, which is the same as the old Rule 19, do you think those signals would be made at all in fogs; the ordinary one, two, or three blasts?—No, I am not going to advocate that at all.

648. That was not the position of my question; one vessel may be making those signals in a fog, and other vessels making those signals may not; do you consider there are circumstances in which one steamer might be making the in-sight signal, and another steamer making fog signals?—I can conceive that frequently; it very often happens that a fog is divided almost like a wall, and I can conceive a ship answering the new fog signals, and ships to be in clear weather using those other blasts, which would make confusion still worse.

649. You think there are circumstances which might occur?—Certainly; it frequently does occur in the Thames even.

650. It has occurred?—Yes.

651. It is rather a delicate question to ask, but have you any personal experience of collisions in fog?—Never. I beg your pardon; yes, in the Thames once.

652. Have you at all followed the causes of collision in fog; perhaps some of your friends have been unfortunate?—I have very often thought the cause of collisions in fogs is undoubtedly the mistake in the direction of the sound.

653. Mistaking the direction from whence the sound comes?—Undoubtedly.

654. In your opinion, as an experienced captain, you think the present regulation as to sound signals is all that is practicable?—I think so.

655. And that no change is necessary?—It is not necessary; but if any change is made, certainly I think it ought to be for the towing business.

656. In reference to these particular new rules, should you think they could be simplified into three classes, vessels with steerage way, vessels without steerage way, and vessels at anchor?—I think so; you mean the new ones?

657. Would that be sufficient indication of what the other vessels are doing?—Yes; they certainly could be condensed. There are two or three rules here meaning the same thing.

658. What you say is that you cannot understand at sea, for a certainty, whence the sound comes?—You cannot.

659. In crowded waters you would stop your navigation?—Yes.

660. In open waters it would be an advantage if there were simple directions to tell you that another vessel was towing?—Yes, that is practically so. There is one point: I do not know whether it is within the scope of the Committee, but connected with it; it is in reference to the rule that all ships shall go at a moderate speed.

Sir *G. Baden-Powell*—continued.

It is very, very trying to the shipmaster. A mail boat that goes 20 knots, her moderate speed is 10 knots; an ocean tramp that goes 10 knots, her moderate speed is 5; some mail boats again going dead slow, the engines would stop if they went less than 7 knots. There ought to be something better defined about moderate speed by the Board of Trade.

Captain ROBERT DUNCAN, called in; and Examined.

Chairman.

661. You are also in the Castle Line?—Yes.

662. And have you commanded one of the vessels for a long time?—Twenty-four years.

663. I need not ask you; you have great experience of navigation matters, of course?—Yes.

664. Will you tell us your own view about these new sound signals; do you agree generally with what Captain Webster has said?—Yes

665. What do you say about this point: that if there was a multitude of signals it would be the duty of the captain to stop?—Yes.

666. Do you think, in that sense, the fact that the signals were undistinguishable one from the other would alter his duty to stop?—No.

667. It would not alter his duty; it would still be his duty to stop?—It would still be his duty to stop, if he could not make out the signals.

668. It would be his duty to stop even at present, if there was only one single long blast?—Yes.

669. Will you tell us in your own way the way in which you think, if you do think, the new signal will introduce an element of danger?—If you were in a narrow channel and signals all round you, that is where there would be a confusion, where you would hear a sound here, a bell there, and so on, all over the place.

670. Sir Richard Webster asked, and another gentleman also asked another witness about that. You have in that case a plain duty?—To stop, and if there is anchorage to anchor.

671. And if the new rules were passed, you would have one plain duty, to stop?—Yes.

672. One does not quite see how danger would be increased?—If you ran into a dense fog all of a sudden, where there is a lot of traffic, then you have whistles and gongs all over the place; so many different things; one making a long blast, and another making short blasts, it would confuse you.

673. Would it alter your duty?—No, it would not alter your duty; to stop.

674. It would be your duty to stop. It might distress you to hear all these various sounds which you could not distinguish, but it would still be your duty to stop, as you would if you could make out every signal?—Yes.

675. With the exception of Signal (*g*), which would authorise you to proceed and feel your way past another vessel. Supposing you were in the open sea, and in a fog, and you heard only one signal and knew there was only one ship, would it not be an advantage to you to know something of the character of that ship?—Yes, we generally can. If there is only one ship you could distinguish it better than if you were in a crowded channel, with all the different bells going.

676. If you were always to use these new signals in the open sea, do you not think it would be an advantage, if it were not for your fears of crowded waters?—Yes, that is the only thing; it is the crowded places.

677. It would be useful in the open sea to be able to know the character of the vessel?—Yes.

678. Do you think these new signals would be useful in the open ocean?—I do not think that it would assist. We have got along all right.

679. You would not get on any worse?—I have been 27 years master of steam and sailing ships, and I have been in a good many fogs in that time, and I have never had a mishap. I do not see that the new rule would be a benefit.

680. Do you think yourself that would be an increased danger, that masters of ships using these rules would be induced by the rules to go on instead of stopping, in a crowded thoroughfare, in a fog?—The rules would rather lead you to go on, but still a prudent man in a dense fog would not go on; he would stop and anchor, if possible.

681. Even if these rules were passed?—Yes.

682. Imprudent men you cannot help by any rules?—No, you cannot help them.

683. Rule 16 as amended, in point of fact, directs you to stop?—Yes.

684. Therefore it would be very perverse, would it not, to understand that these rules ordered him to go on when, in fact, they told him to stop?—Yes.

685. Is there any other source of danger which you think would arise from the use of these rules beyond what you have stated?—I notice one here about a ship being anchored, where the ship gives two blasts with her whistle; anchored in a fairway she gives two blasts with her whistle, and then she rings a bell. You hear the two blasts, you would say that is a steamer; and then you hear the bell, you would say that is a sailing ship at anchor. You would take the two blasts for a steamer under way.

686. In fact, you think you might be misled into supposing there were two ships, and not one?—Yes.

687. That is to say, one in motion and the other at anchor?—The one ringing a bell was at anchor, and the other was in motion.

688. The effect of the mistake would be to exaggerate your idea of danger, to make you think the danger was greater than it really was?—Yes.

689. Would that be likely to produce danger. Would not it be likely to produce extra caution?—Of course, if you hear the bell and the whistle you would stop until you found out where the sound was coming from.

690. That

Chairman—continued.

690. That is what you would do in any case?—Yes.

691. I do not want to take you at length over the ground, but is there any other criticism you would like to make?—No.

Admiral *Field.*

692. We have been dealing with generalities. I must ask you shortly to give particulars with regard to the questions asked by the learned Chairman just now, about Signal (*e*): vessel at anchor in a fairway; I understood you to say, in answer to the question of the Chairman, that the ringing of the bell would indicate to you that the ship was anchored, and that two blasts would indicate that the ship was under way. If you refer to Signal (*h*), the two blasts there indicate the ship is stopped; therefore there ought not to be that confusion in the mind of which you speak. Perhaps you will look at the rule. There is no controversy over (*a*). If you look at Signal (*a*), that is the ordinary signal, long blast, in a fog?—Yes.

693. Now we come to (*b*); you say that is new. I understood you just now rather to object to any new signal. I want to press you rather, because we have naval testimony here, which is in sympathy with your views and the views of our brother captains; and in regard to that Signal (*b*) there was very valuable evidence given by Sir Robert Molineux: "We propose that signal, and we look upon it as of very great importance. . . . As it is now," he says, "you cannot tell whether the ship has stopped or not," and that alone, he said, will indicate. I want to press you on the point of (*b*), because I think most people will admit it is important if you could ascertain whether a ship has stopped or not. You would not object to that signal in a fog, would you?—For instance, if there were two steamers, one steamer would give a long blast; the other would give a long blast perhaps just at the same time. Perhaps you would not know it was a steamer at all that was stopped.

694. I will come to that again; I put to you an imaginary case, with only one vessel in a fog besides yourself?—It would be an advantage.

695. It would be an advantage to know that the ship was stopped?—Yes.

696. We are all agreed upon that point. As regards (*d*), the ordinary signal, the old signal, rings a bell at ship at anchor?—Yes.

697. Look at (*e*) again: vessel at anchor at sea, or in the fairway; do you think it necessary to retain that signal, or would you rest on (*d*)?—I would have the old signal (*d*).

698. You would eliminate (*e*)?—Yes.

699. You agree with Germany; that may be a comfort to you; will you take the signal (*f*): vessel towing; do you object to that; because the United States very strongly insist on it, and they will never give it up; do you not think it would be of advantage, I will not say with a number of ships, but with a ship at sea, if you could lay down that rule. She has a long line of vessels, possibly she may have three or four towing?—Yes.

Admiral *Field*—continued.

700. You will not object to that?—No.

701. If there are crowded vessels, and there might be confusion, you have already been reminded by the Chairman you should naturally stop, as a good seaman, until you could feel your way?—Yes.

702. Will you look at (*g*): way off my vessel; do you object to that?—I object because many blasts of whistles do confuse you; I say in a fog the less signals you have got the better.

703. I want to get from you, as an experienced seaman, which signals you would eliminate; I understand you would eliminate (*e*), and remain under the bell at anchor; and you would also eliminate the vessel towing. How about (*g*): way off vessel; is not that the same as (*b*): stop?—Yes.

704. Now, come to (*h*): telegraph ship; do you think, as a seaman, that is of great importance?—No, one signal would do for both.

705. You might merge that under towing?—The one signal would do for both; I do not see that you would want three for a telegraph ship, and another wants four.

706. Have you ever come across a telegraph ship in your experience?—No, I have never come across a telegraph ship all the time I have been at sea.

707. Now, signal (*i*): several witnesses of experience, and the Committee itself, recommended that (*i*) and (*b*) should be blended; vessel not under command might be blended in (*b*); vessel stopped?—Yes.

708. Then you would eliminate (*i*)?—Yes.

709. By that exhaustive process you would get rid of (*e*), (*g*), (*h*), and (*i*)?—Yes.

710. Would that embody your view?—Yes.

711. It simplifies matters?—It simplifies matters. I say that the fewer the signals in a dense fog the better.

Sir *Richard Webster.*

712. I want to ask one question: you know that prolonged blast now?—Yes.

713. You have no difficulty in distinguishing that under ordinary circumstances?—No.

714. You know the short blasts which we give when vessels are in sight?—Yes.

715. You have no difficulty in distinguishing those?—No; you give one short blast.

716. Just a touch of the whistle?—Yes.

717. Can you distinguish that any better than the signal for towing ship, one long and two short blasts?—No.

Mr. *Roby.*

718. What do you understand by one prolonged blast; how long?—I should say a blast of about eight to ten seconds.

Tuesday, 11th June 1895.

MEMBERS PRESENT:

Mr. Egerton Allen.
Mr. Attorney General.
Sir Michael Hicks-Beach.
Mr. Blake.
Marquess of Carmarthen.
Admiral Field.
Mr. Penrose FitzGerald.
Mr. Joseph Richardson.
Mr. Parker Smith.

MR. ATTORNEY GENERAL, IN THE CHAIR.

Vice Admiral PHILIP HOWARD COLOMB, R.N., called in; and Examined.

Chairman.

719. YOU are an Admiral of the Royal Navy?—Yes.

720. And, I need not ask, you have had a large experience of seafaring matters?—The usual one, I suppose.

721. I do not know whether your attention has been called to the proposed new sound signals for fog?—Yes, it has.

722. In the first place, perhaps, I had better ask you to tell us, in your own way, what is your general view about these new signals?—My general view is that although they are not quite perfect they aim at perfection; they are, generally speaking, an improvement, and in any case are not likely to do much harm.

723. You think it might be possible to improve the proposed regulations?—Distinctly.

724. Would you tell us in what direction you think they would be improved?—I think the whole thing might be simplified; but I doubt if it can be very much simplified until the whole of the rules are themselves simplified.

725. You mean the other rules regulating navigation?—Yes; the nature of the rules necessitates certain fog signals. Where those rules are various you necessarily require various signals. If the rules were fewer in number and not so various you would require, I consider, fewer signals.

726. We have, of course, to consider only the question of the sound signals and the objections to them; and, therefore, we have to take it that the other rules are to stand as they are?—Quite so.

727. Taking that as the postulate, do you think that from that point of view you could suggest any substantial improvements to the Committee in the sound signals?—I think not. I think that possibly there is some little redundancy in the signals as established; but, taking the law to stand as it is, it seems to me that the sound signals are a very fair adjunct, or system of adjuncts to it.

728. From what you said just now, I gather that you think that there would not be any additional danger by reason of these sound signals?—I think none.

Chairman—continued.

729. I suppose there might be, to a certain extent, some confusion of sounds if there were a large number of different vessels close together in a fog, each sounding different signals?—I do not think the confusion would be increased. All the evidence I know of, and specially the evidence taken before the Thames Traffic Committee, goes to show that in narrow waters, in close waters, everybody is perfectly certain to whistle and sound; and the difference between an attempt at making such sounds intelligible and leaving them open to discussion, I do not think would create more confusion than exists at present.

730. Any prudent master, when he heard all these sounds all round him in a fog, would, of course, either stop altogether, or proceed with the utmost care and very slowly?—Clearly.

731. Has your attention been drawn to Article 16: "Every vessel shall in a fog, mist, falling snow, or heavy rain-storms, go at a moderate speed, having careful regard to the existing circumstances and conditions. A steam vessel, hearing apparently forward of her beam the fog signal of a vessel, the position of which is not ascertained, shall, so far as the circumstances of the case admit, stop her engines, and then navigate with caution until danger of collision is over." You would read that article, I suppose, in connection with the sound signals, as being an injunction to masters of ships as to what they were to do when they heard a multitude of signals round them?—Quite so.

732. You agree, then, that these new signals would not impart any fresh element of danger?—I do not think they would.

733. Do you think they might be useful in averting danger on occasions?—Yes, I should say so. I am nearly sure that I have amongst my cases two where a steamer was stopped and sounding the signal for being under way, and the ship that heard the signal took the proper steps for clearing the ship that was under way, and she ran into a ship which was stopped. Therefore, I think that to differentiate between a signal which denotes "Way" and a signal which denotes "No way" is important.

734. Supposing

Chairman—continued.

734. Supposing the case of two ships, or even three ships, in a fog within a mile of one another, or half a mile, as the case might be, do you think that the master of each would be able to understand and follow the signals given by the other?—I do not see why he should not, at any rate, after a little time.

735. Do you think there is any ground for apprehension that the masters of trading vessels would be unable to learn and get at their fingers' ends these rules?—I cannot see that there could be any. I say that I think it on exceedingly good grounds, because in introducing sound signals into the Navy years ago I had to try what could be done with all sorts and conditions of men in learning. We introduced into the Navy a most elaborate system of sound signals, involving many thousands of combinations, and those all sorts and conditions of men never, from first to last, had any difficulty in apprehending and reading the signals correctly; and those signals are now read all over the world with the same correctness in all nations.

736. I do not wish to go through the thing in detail, because we have had a good deal of detail about it already, of course; but you have, I believe, been for many years very deeply interested in this question of fog signals, and have followed the whole controversy very closely?—I have.

737. And you have made yourself thorough master of it?—I hope so; at least, I have tried.

738. Is it your opinion that these sound signals ought to be given a trial?—Certainly.

739. Supposing that this country was to refuse to accept these new signals, and that some other countries were to insist upon accepting them, do you not think that the confusion then might be a very serious matter?—It might in some cases.

Marquess of *Carmarthen.*

740. We may take it that altogether, although you would not commit yourself so far as to say they are perfect, you consider these proposed new rules a distinct improvement on the old sound signals?—Yes.

741. Are there any suggestions or alterations which you would make in them at all, or would you like to amalgamate one or two, which has been suggested by some witnesses?—The only suggestion I think I should make would be that I have some doubt about the signal "Not being under command." It is Article 15, (i). I think that that is perhaps redundant; that a ship which is in that condition ought to be stopped; and that the signal denoting being stopped would be enough. There is a little discrepancy too, I think, possibly in the "Anchor" signal; that is (e). The two blasts which are made by a sailing vessel on a fog-horn might possibly be confounded with the two blasts which denote being on the port tack, if the bell was not heard, and I know that the bell is not always heard, and therefore only part of the signal might be heard. But I cannot say that I lay very great stress upon either of those things. I do not think you would hear much of either of them if they passed into law.

742. It was suggested, I think by Captain Webster, or another mercantile captain whom we had before us the other day, that a master might very easily, as you just said, mistake the two blasts for a vessel on the port tack, and that the ringing of the bell might be mistaken for another vessel being brought up; do you agree with him as to the likelihood of that in a thick fog?—I should doubt it. The two come from the same direction, and I do not think you would mistake.

Marquess of *Carmarthen*—continued.

743. Is it not often, in the case of fog, almost impossible to make out the direction from which the sound comes?—That is a point that is constantly argued; but when I was in the habit of looking up every collision case that happened in fog (and I looked them up by the hundred), I never met a case where the direction was mistaken, not one single case.

744. Then that is only a theory which is sought to be imposed upon us?—Yes.

745. There is only one other question I should like to ask you: You say you are generally in favour of these new sound signals; but is it not possible that you are looking at the matter rather too much from a naval point of view, and having always had to do with trained men under you instead of having, like many of the Mercantile Marine always have, men with no training, and men not in the habit of watching fog signals as your men are?—That is possible. I cannot answer for that, but my mind is much more full of what has been actually happening all these years in collision cases; so far as I know myself my views are founded exclusively on what happens in the Mercantile Marine at sea.

Mr. *Penrose FitzGerald.*

746. You said just now, in answer to the learned Chairman, that the elaborate fog signals which have been adopted in the Royal Navy were now easily understood all over the world, and by all nations. When you said that, did you mean by the men of the Royal Navies or by the Mercantile Marine of other nations?—The Royal Navies.

747. That did not apply to the Mercantile Marine?—No.

748. Then, shortly, you are decidedly in favour of the revised regulations being passed, rather than to throw the whole thing into the cauldron again, and have other nations adopting some, and England not, or *vice versâ*?—Clearly.

749. In all the cases of collision that you have examined into and taken evidence about, and read the evidence of, you told the Committee that you did not know of a single instance in which the sound was reported coming from an opposite direction, such a direction as brought the collision about?—Yes.

750. In that case the words which have been put into our hands by the Board of Trade, that sound is conveyed in a very capricious way by the atmosphere, &c., are unnecessary?—No, that is perfectly correct, I think; but that has to do more with the distant sounds made by syrens at lighthouses, over long ranges in the vicinity of the coasts, and so on. The short distances at which steam syrens and fog-horns are heard do not seem to be affected by that principle.

Admiral *Field.*

751. In your large experience in command of ships yourself in the Navy, may I ask you: Have you ever seriously felt the want of more fog signals than were then in use in your time?—I do not think I have.

752. Then may I take it that, in your opinion, if you could be assured that no increased risk would arise by diminishing the number of these fog signals now under review, you would not object to such diminution?—I do not think that the whole question of the fog signals is of such importance as the getting of the Washington Conference Rules into law; therefore, I cannot look upon the fog signal question as the primary question; and that governs anything I might say upon the matter.

753. That is a very clever answer, but it is not an answer to my question?—I was going on to answer your question. Having coloured it in that way, I should say, that if you could surely reduce the proposed fog signals without delaying the passage of the whole thing into law, and that if you could show that advantage would be gained, I should be perhaps in favour of reducing them.

754. Then your sole objection, I may take it, is that, as you suppose, some increased delay might be caused by the proposal to eliminate some of the signals which are objected to by the representations of the Mercantile Marine; delay is your chief objection in fact?—Probably, yes.

755. We are sitting here mainly because of a very strong expression of objection, as you know, on the part of gentlemen of the Mercantile Marine, who are entitled to have their views well considered; may I take you, if you will bear patiently with me, through a few of these fog signals which some experts, naval as well as mercantile, think might be eliminated with advantage; you have them, I presume, before you?—Yes.

756. May I ask you to look at signal (i), a vessel not under command, four short blasts. No one has better knowledge than yourself of the value of long and short blasts, because you are the inventor of them; may I ask you whether in your opinion (i) and (b) might not be combined, as in the opinion of some it might; in other words, whether you might not merge (i) in (b)?—I have already in my evidence expressed the opinion that that might be done.

757. Then may I ask you whether in your judgment there would be any objection to combining signal (h) for a telegraph ship: three long blasts, with signal (f) for a vessel towing: one long and two short blasts. We understand that the United States will not part under any conditions with the towing signal?—The telegraph ship signal must be one that is so very rarely used in anything like crowded waters that I do not think the change is of any importance.

758. They are both three blasts?—I think you might go through several generations without making a mistake between the two.

759. But if a telegraph ship is so rarely met with, why should she have a signal in her favour?—Because, I presume, the telegraph people asked for it. There is great fear of

Admiral *Field*—continued.

injury to the cable, either coming in over the bows or coming in over the stern; and they have been all along very anxious to have some sort of protection for that cable. The towing signal will not protect the head; it will protect the stern, but not the head.

760. But if the towing signal is understood, will it not make the mariner approaching very cautious indeed, because he will not quite know the point from which the sound proceeds, whether from the head or the tail; a vessel towed, I understand, may also sound as well as the vessel towing?—No, I do not think it is a matter of importance. I should leave it as it stood.

761. Supposing that, under great pressure, we should be of opinion that we must eliminate some of these signals, would you go so far as to say that you think that is one of the least important?—So far as the safety of ships is concerned I should think it was.

762. That is a great point; then we have got your important view about (i) and (h), and about (b). There is one other that I want to press you upon, if you will forgive me. We understand that Germany strongly objects to (e), (g), and (i). Might not (g): Way off my vessel, be combined also with (b): Vessel stopped?—I think so.

763. You would have no objection, if we eliminate some, to eliminate that?—I think we have to recollect that one of them is an optional signal. You need not take away an optional signal; you might take away a compulsory signal, but you need not take away an optional signal.

764. But how is a poor captain, with no staff whatever for signals, to tell whether a signal is optional or one of the others. However, I take your answer as it stands, and I am much obliged to you for it. Then (e), which Germany objects to, Vessel at anchor at sea: by this new proposal she is to sound two long blasts every two minutes, and ring a bell; but the ordinary anchor signal is ringing a bell. Are you not satisfied that a vessel at anchor at sea might also be left under the bell signal alone?—I do not think I am. So far as I know it in cases of collision the bell is a bad signal; it is not heard to any distance, and it is generally placed so that there are great echoes round it, and I do not think for a very exposed anchorage where ships are likely to be passing at speed a bell signal is a good signal. It may be a perfectly fair signal in the Thames, for instance, although even there it fails sometimes where they are going slow, and where they have the chance of avoiding collision even when getting close to; but where there is good speed and a ship is at anchor I think I am in favour of a better signal than the bell.

Mr. *Parker Smith.*

765. I understand that you attach primary importance to international agreement as to the Rule of the Road?—Yes.

766. You consider that a matter of very great importance?—Yes.

767. And while you have certain criticisms on the details of the rules, if the result of our accepting

Mr. *Parker Smith*—continued.

cepting those criticisms was to open up the whole question with other countries to reduce their signals, you would rather drop the criticisms altogether?—Certainly.

768. Then, I want to ask you this question: you say the use of these signals, even if mistaken, cannot produce great danger; take the case of one captain using these signals, and another knowing nothing about them, and using the old signals, would there be no greater danger of collision than there is at present?—No, I think not; and for an exceedingly plain reason; if you hear a sound in any direction (no matter what you may make out of the signification of that sound at sea) denoting motion, so long as you understand that it denotes motion, there are only two options so far as your helm goes; those options are either to continue your course as it stands, or to turn towards the sound; there is no option in a fog of turning away from the sound. Consequently you see that the danger must either arise from turning towards the sound when you ought to have kept your course, or from keeping your course when you ought to have turned towards the sound. If you follow that out you will find that the danger becomes minimised because the Admiralty Court constantly, and very properly and rightly, lay down that a ship in a fog must be very cautious about altering her course. Therefore, when you say that a ship might have turned towards the sound when she kept her course, you will not get so much danger out of that fact of keeping her course; so that you see the danger of mistaking the sound signal becomes very much minimised, when you face it as it actually is in collision cases. You know there are no collision cases where either of those two things are done, and nothing else. All the collision cases in fog occur with the preliminary movement of turning away from the sound, which is always wrong.

769. Then, take the case of one captain not knowing the signals, and another captain knowing them, and using them, and a collision; can you imagine any case in which that would throw

Mr. *Parker Smith*—continued.

greater liability on the ignorant captain than if the signals had not been in force at all?—I do not think so.

770. Then, in regard to learning these signals, I suppose they would be very much easier than the Morse Alphabet?—Yes.

771. You do not consider, then, really that they would a great addition to what a man has to know?—They would be naturally posted up on a placard in the chart house, and people would get accustomed to them very soon.

Admiral *Field.*

772. There is one other question I want to ask you, if you please, as you are the greatest authority we have on these short and long flashes and blasts; the complaint on the part of the mercantile captains is that from a lack of a signal staff specially trained, and with the men they have under them, and the few officers, they fear great difficulty in being able to distinguish between long and short blasts, or short and long blasts; may I call your attention, in view of that fact (for it is a fact) to signals (f), one long and two short blasts, (g), short, long and short, blasts, and (b), three long blasts; those three signals having three blasts, do you not think the captains have some reason on their side in thinking that that would make it very difficult for them in their vessels with their lookouts to distinguish those several long and short blasts given sometimes in one way, or in inverted order?—Some reason, but not very much. I should say that what would cure them would be to try them.

Chairman.

773. If there is any suggestion that you would like to make to the Committee in regard to these sound signals we should be very pleased to hear it; we know your great experience in the matter?—I think not. I want to see the thing passed into law; I am sure it will come right after that.

Mr. JOHN FENWICK FENWICK, called in; and Examined.

Chairman.

774. YOU are a member of the firm of Messrs. John Fenwick and Son, of 57, Gracechurch-street, E.C.?—Yes.

775. And you appear here at the request of the Chamber of Shipping of the United Kingdom?—Yes.

776. I believe you are managers of 32 steamers employed in the coasting and short sea trade?—Yes.

777. And you yourself have been President of the Chamber of Shipping of the United Kingdom, and a member of a deputation on the subject of the Rule of the Road at Sea which waited upon the President of the Board of Trade on the 5th February last?—Yes.

778. And you have consulted a great many persons, skilled in nautical affairs, about this matter?—Yes, my own masters. I have one in

Chairman—continued.

the room here who is prepared to give evidence if the Committee desire it.

779. I think I had better ask you, please, your own view in regard to these fog signals, if you will put it in your own language?—I would rather not have the present signals disturbed.

Admiral *Field.*

780. You mean the old ones?—I mean the existing ones, those now in force.

Chairman.

781. You prefer to remain with the sound signals for fog that exist at the present time?—Yes.

782. Without any alterations at all?—Without any alteration.

783. But what do you consider to be the

Chairman—continued.

objections to the altered rules that are proposed?—The multiplication of the signals tempting a man to make a passage when he has no business to do so; the confusion occasioned by these multiplied signals and the consequent danger.

784. Those are the general heads under which you put it?—Yes.

785. I should like to ask you about them, taking them in the order in which you have put them; in regard to the multiplication of these signals, do you think there would be no practical difficulty in seamen learning the signals so as to be able to apply them?—They might learn them after a very considerable time; but then there would be the difficulty in moments of agitation of applying those signals correctly.

786. In fact, you have not got confidence; I mean you think it is rather taxing human memory too highly in a period of embarrassment?—That is it. I do not mean to say that I have not got confidence, but you have expressed it correctly.

787. Do you think that that would be met by a diminution, if it were attainable, of the number of the new rules, a consolidation of the new rules?—I think it would be very difficult to cut down the new rules, because everybody has his own particular fancy.

788. You are rather of opinion that if the rules are to be adopted—— ?—Let them be simple.

789. But you think it is difficult to simplify them by consolidating or running two into one?—Yes.

790. But your objection is against having any increased number at all?—Yes.

791. Against having too many?—Yes, the present rules have, on the whole, worked well, as I believe, in the crowded navigation which is constantly passing all round the coasts of these islands.

792. Supposing that a man by mistake was to sound (I will leave out the optional signal for a moment) wrongly one compulsory signal instead of the right signal; or, which would be the same thing, I suppose, was to misunderstand one of the signals he heard, and took it to mean something different, what do you suppose would be the effect? He would hear, at all events, a formidable sound in his neighbourhood; what do you suppose would be the danger even if he did misunderstand it?—He might hear it, and it might, in the first place, not be in the position he is expecting it to be in.

793. As to that, is not that common to all sounds, whatever signals they might be; that might occur under the present rules, might it not?—But there is only one signal in fog.

794. I thought you were speaking of mistaking the direction from which the sound came?—Quite so.

795. That would be the same whatever the sound was, would it not?—Yes, it might be.

796. And therefore that difficulty would apply equally to the present rules as it would to the proposed rules?—Of course, I am only a layman; but it strikes me that, if a master heard a signal which he considered indicated that the vessel signalling was in a certain position, and he had,

Chairman—continued.

owing to the conditions of the atmosphere, formed a wrong conclusion, a collision might result. This signal, if he heard it, would, of course, mean a great deal more than the present signal.

797. The present signal would merely mean, would it not, that there was a vessel there?—That there was a vessel there; and by the new signal (b) there is an obligation upon the vessel in that position to sound it, she shall sound it. Now supposing that by misadventure a collision happened, I can fancy very well what the judgment of the Admiralty Court would be on the man who runs into the vessel that has carried out this rule.

798. I want to follow you, and I am not quite sure that I do?—He would be held to blame probably, though he might have acted to the best of his judgment.

799. Then take the case of a man hearing the sound (b), which is a steam vessel under way, but stopped, and having no way upon her; do you assume for your illustration that he misunderstands that signal?—He might misunderstand the signal; he may not hear it; I will rather say he may mistake the direction of the signal.

800. I am trying to get out what the difference in that respect would be between the present rule and the new rule; supposing that he heard any ship under the present rule giving a fog signal, what would that convey to him?—He would know there was a vessel there, and would continue in his ordinary way, and probably not alter his helm at all. He might consider that he would have to make a special effort if this signal of two prolonged blasts, with an interval of about one second between them, was made.

801. You mean it would tempt him to make the passage, as you expressed it?—Yes; I think that would be the effect of the whole of the signals, particularly on the coasting trade. The men are constantly at sea, and Englishmen want to get ahead; and then, of course, any man may think "What is the use of these signals unless we make our passages?"

802. You mean that they might use them for the purpose of facilitating their passages?—They would use them as course signals.

803. As course-indicating signals?—Yes.

804. Are you acquainted with Article 16?—No, I call these course-indicating signals for that purpose.

805. I do not think you quite follow me; will you kindly look at Article 16?—I have it before me.

806. It is a general direction to ships to be moderate in fog, and so forth?—Yes.

807. I want to get your opinion upon this: these rules are accompanied by Article 16 directing that a vessel is, under the circumstances, to stop her engines and then navigate with caution until the danger of collision is over?—Yes, I understand that.

808. But you apprehend that the man would disregard that?—No, he would still keep at moderate speed, but he would make use of these signals

Chairman—continued.

signals probably to make his passage in a fog, he would keep on going easy, when perhaps he might lie dead on the water altogether with the signals as at present.

809. You think that these new signals might encourage him to try and do more than he would under the existing rules?—Yes, I think so.

810. Do not you think that that could be checked by giving directions that that should not be done?—We give directions and directions; but it is for the men to carry them out. The master, you are aware, is our principal man; he is in full charge of the vessel. But talking of these signals, it is not only the master who has to carry them out; the master cannot always be on the bridge, though the rule is in a fog for the master to keep the bridge as long as ever he can; but that is of course perfectly impossible, and therefore at some critical moment even the second mate may be left in charge, and a mistake might be made.

811. Supposing that the master of a ship, or the mate in the absence of the master, was to comply with the intention and was not to misuse the new rules so as to try and make his passage quicker, do you think that in those circumstances the rules would be dangerous, or is it merely that you are afraid that they might be misused?—I am afraid they might be misused in that sense in addition to their being confusing. A master, whom I have here, the week before last was detained off Shoebury Buoy in a fog. When the fog cleared he found that there were 36 vessels, principally steamers, in a radius of about a mile around him. You can fancy what that would be to an unfortunate master when he hears all these signals which might or might not be used; how is he to discriminate between them.

812. Would not his duty be very clear under those circumstances, to stop his engines altogether?—It probably would be, but one is not always certain, with a fallible human being, whether he would do so.

813. I do not profess to speak as an expert on these things, but all of us have been occasionally in a fog on a ship; would it not be the height of imprudence and a very gross breach of duty for a captain to try and navigate his ship with so many as 36 steamers within a radius of a mile emitting fog signals?—I quite agree, put in that way; but neither you nor I have to carry them out.

814. Supposing a man in that situation, whatever the fog signal might be prescribed by law, he would be almost guilty of manslaughter, would he not, if he went on and ran down a ship?—I cannot judge the circumstances in which the rules would be applied.

815. I am not a seaman so I cannot say; however, that is your view of it?—Yes.

816. Am I right in gathering that you have two main views: the first is that the existence of these rules would encourage men to try and make their passage in fog?—No, I say first that they are confusing and unreliable.

817. If you please, I am only putting them in different order. One is, that they would encourage men so to do?—I fear they would encourage men to do so.

Chairman—continued.

818. And the second is that you think they are, from their multiplicity, confusing?—Yes.

819. That they would not be readily learnt and known, and therefore would tend to confuse?—Yes; and I say that the present rules have answered exceedingly well.

820. You think that there is no fault to be found with the present rules at all?—I think not; they are very simple, and simplicity is the great thing.

821. They have been found sufficient for all purposes, you think?—I think so.

822. I understand that you have spoken to masters of your steamers, and that they agree with you in your disapproval of these new rules?—Yes. Might I make a remark before I leave these sound signals?

823. If you please?—With reference to signal (*f*), some of my steamers are engaged in towing lighters along the coast, and we do not want that signal; and so far as the lighters are concerned, the owners of those lighters know what I am going to say to-day, and they concur; they also do not want that signal.

824. You do not think that a vessel when towing requires any different signals from a vessel not in that situation?—I think not; I think a man towing would be very foolish to attempt to go on in a dense fog. That, of course, is with reference to multiplicity.

825. That, of course, is contemplated by the present rules. That duty of stopping in a fog is laid upon him by the present rules, is it not, by Article 16, if he only obeys it?—It says that he is to go at a moderate speed.

826. It is this: "A steam vessel hearing apparently forward of her beam the fog signal of a vessel the position of which is not ascertained, shall, so far as the circumstances of the case admit, stop her engines, and then navigate with caution until danger of collision is over"?—Yes.

827. You do not think that if that article was obeyed, it would eliminate the danger that you speak of?—What I mean to say is, that we do not consider that there is any necessity for this signal (*f*) for towing; we think it is unnecessary. I am speaking now again of the multiplicity of sounds.

828. I see at the end of the *précis* of your evidence that there is a table of wreck abstracts?—Yes.

829. You have taken that out, I suppose, from the Board of Trade returns or tables?—Yes, I have given the pages from which they come.

830. If there is any point in connection with that or any comment that you wish to make upon this wreck abstract we shall be glad to hear it?—It seems to me to prove that the loss of life in the coasting trade, which is the most crowded part of the navigation, is one that is relatively very small, and that it is very questionable whether even if these new rules succeed you will be able very much to reduce the loss of life. In the year 1893 there were 173,636 vessels entered in the coasting trade, counting their repeated voyages, with a tonnage of over 41 million tons. I think it is a wonderful record considering the number of vessels. There seems to be no pressing call for a change.

831. Take the first table in 1893; I understand

Chairman—continued.

stand that would be the 173,636 vessels, British steamers only, that entered in; the loss of life by collision amounted only to one life; is that so?—Only one.

832. There was only one life lost by collision?—Yes.

833. In the previous years the totals are 19 in 1890, 13 in 1891, and 15 in 1892?—Yes, with the tonnage increasing every year.

834. And then in 1893 only one?—Yes.

835. That is in the coasting trade only, is it?—Yes.

836. The home trade?—Yes, the home trade, the coasting trade.

837. You have not, I suppose, any figures as to what the loss of life by collision is in British ships in the ocean trade?—I have got the total; the first column shows the total loss of life, sail and steam. (*See* Appendix.)

Mr. *Blake.*

838. But that is from all causes?—Yes.

839. That does not distinguish the loss of life by collisions?—No, I have taken the collisions out; it is on this page (*handing in a Blue Book*).

Chairman.

840. This is the Blue Book, [c. 7069], of 1893, at page 15?—Yes.

Mr. *Penrose FitzGerald.*

841. That is the book from which you have compiled this table?—Yes.

Chairman.

842. I am just looking at this, and I find that there are also figures relating to sailing vessels; your table related exclusively to steamers?—My Table No. 1 says, total loss of life, sail and steam.

843. But at the end, as I understand, it is the loss of life by collision in the home trade; is that sail and steam?—Yes.

844. I beg your pardon. The figures in this Blue Book relate to 1892?—Yes, I think you will find what you want in this Blue Book, [c. 6717], for 1892, which has reference to 1891, because they are published in June.

845. I only want to see if I can get the ocean collisions also?—I think they are all in here. There is the home trade in one and the foreign trade in the other.

846. You will be able to tell us, so as to get it on the notes, what the figures are. Can you tell us in the year 1891 what was the loss of life by collision and of British ships totally lost in the foreign trade?—The foreign trade, 574; it is No. 2, under Head C., at the end of page 15.

847. Those were lives lost, am I right in saying, in collision in the foreign trade?—No; by collisions in the foreign trade there were 556.

Mr. *Blake.*

848. In 1892?—In the year ending the 30th of June 1892, that was the passengers, and 609 was the total, including the crew.

Chairman.

849. Is that in collisions only?—Yes.

850. That is a total of 609 lives lost in that year of passengers and crews in the foreign trade from collision?—Yes.

Chairman—continued.

851. Now can you tell us, as it will be a very valuable addition to your evidence, what was the total loss of life in the foreign trade in British vessels in that year?—That includes founderings, strandings, collisions, other causes, and missing vessels, that is 913.

852. That includes the 609?—Yes. [*N.B.*—A note at the foot of page 15, Blue Book [c. 6717], for 1892, states, includes 555 passengers lost in the "Utopia" of Glasgow (run into at Gibraltar when anchored).]

Mr. *Blake.*

853. That is two-thirds of the whole loss?—Yes.

Chairman.

854. Is that all ships, whether they were totally lost or partially lost; your figures relate to all ships whether they were totally lost or partially lost, do they?—The annotation is: "for founderings, strandings, collisions, other causes, and missing vessels," it is in the margin; the lines follow.

855. I see in another year (I have got the same before me) that represents all the lives that were last in the foreign trade of British vessels from all causes?—I gather so.

856. Then, practically, it comes to this, that about two-thirds of the lives lost in the foreign trade in British vessels are due to collisions; I am speaking for that year. You know these figures better than I do; would you mind saying for the next year what they amounted to, if you can help us to that?—From collisions do you mean?

857. First, if you please, from collisions?—You wish them in the home trade.

858. We were taking the foreign trade last year. We have the home trade before us in your own figures?—There were 20 in the foreign trade in the following year.

859. Twenty lives lost in collision?—Yes.

860. In the foreign trade?—Yes.

861. What was the total number of lives lost?—There were 15 in the home trade.

862. That was in the year ending June 1892; I am trying to compare all the lives lost in British ships in the foreign trade from collisions with the total number of lives lost from all causes in the foreign trade?—The collisions are 20, and the total lives lost in the foreign trade are 279.

863. Then that is less than one in 10?—Yes.

864. You have not any other year present; I do not want to trouble you unduly about it?—I have only brought these two books up, because I did not expect to be asked about this.

Mr. *Penrose FitzGerald.*

865. What two years were those; let us be quite clear about that?—The first is the year ending June 1892, that is from June 1891 to June 1892; the second is from June 1892 to June 1893.

Chairman.

866. Have you studied the figures generally for other years sufficiently to be able to say what is the relative proportion of losses from collisions to losses from other causes in the foreign trade?—No.

Chairman—continued.

No. I have only taken this table out for four years. The general impression amongst shipowners is that the loss of life, considering the work that is done, tends rather to decrease than otherwise.

867. Is not the view of shipowners rather the same as the popular view. The popular view, I think, is that collisions are responsible for a great deal of loss of life and property at sea; do you think that that is an erroneous view?—I should be disposed to say that it was an erroneous view, looking at the figures I have submitted here, particularly in the crowded navigation of our coasts.

Mr. *Parker Smith.*

868. You have just given us figures for two years. In the one case the losses by collisions were two-thirds of the whole number; in the other case they were less than one-tenth. Can you say at all which is nearer the average if we had a larger series of years?—I am afraid not; I have only gone into these four years so far as the home trade is concerned, and the totals; I have not got anything beyond them.

869. Then, to take your own table on page 3 of your *précis*, so far as the home trade is concerned, in 1893 the loss of life in collision was only one?—Yes.

870. That, of course, is very much better than the average; we shall not have as good a result as that probably in other years?—I would not venture an opinion upon that.

871. If you take your table for 1890 there was a total loss of 66 lives?—That is from all causes.

872. And out of that 19 from collision?—Certainly.

873. That is about one-third, nearly?—Yes.

874. If you take the following year the loss from all causes was 25, and the loss from collisions was 13?—Yes.

875. That is one-half?—Yes.

876. If you take these four years that you have got down here (I have added them up) the total loss was 158, and the loss from collisions 48?—Yes.

877. That is to say, that about one-third of the number of lives lost were due to collisions?—Yes.

878. And taking it over four years I suppose one might consider it a fair average, that in the home trade about one-third of the number of lives lost are due to collisions?—Yes, it appears so from these figures. Seeing what I do I consider these results wonderful, considering the work that is done, and the way the vessels travel backwards and forwards, because a vessel, say, may be in London from the Tyne twice in one week.

Mr. *Blake.*

879. We see the number from your figures; this is 352,916 passages?—I was only citing my own experience for the moment.

Mr. *Parker Smith.*

880. We quite assent that it shows wonderful seamanship, but still of the lives lost it shows about one-third due to collisions?—Yes.

881. Now, about these additional sound signals, of course we all understand that when a ship is in a fog with signals round her there must be confusion; but I want to understand how the confusion is increased by the ships sounding different signals instead of by the present system?—There are so many more signals to sound.

882. How does that make your position any worse?—It tends to confuse the man in charge of the ship; he does not know what to do.

883. But suppose he is confused and makes a mistake in the signals, how is he any worse than at present?—Supposing that he makes the wrong signal in his hurry and agitation.

884. Suppose that he makes the wrong signal in his hurry and agitation, how is he in a worse position than he is under the present system?—He may come into collision.

885. I do not understand how he is more likely to come into collision than he is at present?—From my experience I am afraid he would.

886. All these signals here, leaving out the optional signals, all these compulsory signals are signals to be used in cases where there is more need to take care than in an ordinary case; is not that so?—Supposing that he sounds the wrong signal.

887. Supposing he does?—And another vessel runs into him.

888. Yes?—And he has sounded the wrong signal.

889. You mean that in that case his liability might be different in a court of law; but leave out the court of law at present?—Yes.

890. Let us wait for the court of law?—That is the point.

891. We will come to that directly?—As shipowners we are afraid that if more lives are lost (and we believe they will be) we shall be held in the judgment of the nation to be responsible for them.

892. But there are the two points that I want to ask you about separately: the one the captain on the bridge, and the other the owner in a court of law, we will keep them separate for the moment; take the captain on the bridge, I want to know how he is any more confused or can be put in a worse position by not understanding the signals; can you suggest any of these signals here which would enable him to go more boldly ahead than if he just heard the signal that is made at present?—Yes, he might think that he heard a certain signal and manœuvre accordingly. I am afraid, speaking from experience, that masters will be led to make their passages by making use in some way or other of these signals.

893. Of course, it is generally assented that that applies to course-indicating signals in a fog?—I believe it is pretty well understood that they are used in a fog now.

894. But are not all these cases here cases in which more care, and not less care, is required?—They are intended for that, but when you get into a crowd of from 50 to 100 vessels, I do not know what use they would be.

895. So that if you do understand them they would make you take more care than if you do not understand them?—I am afraid that mistakes would arise in their use.

896. But, to leave the captain on the bridge,

Mr. *Parker Smith*—continued.

and to take the owner in the law court, you are afraid there that supposing you were the owner in the law court, you would be injured?—I am afraid that there would be an immense increase of litigation if these new rules are passed.

897. Will you explain how you could be worse off than you are now in the case of collision at present?—That would be a case for the judge of the Admiralty Court; he would decide it for us.

898. But what I do not understand is, how you could be in a worse position before the judge in the Admiralty Court, with these new rules obtaining, than you would be if you had a collision without the new rules?—There are so many more signals to apply, and so many more mistakes to be made.

899. But can you explain how, assuming that a collision takes place under the new rules, you, as an owner, could have greater liability than you can now, assuming an exactly similar position at the present time?—There will be so many more rules to interpret. I am afraid that is a question that cannot be answered until the thing comes before the court, as to how the court would interpret the rules.

Chairman.

900. The point seems to be whether these rules are more likely to create a collision?—I say that I am afraid they will.

901. And the other point is, whether it is more likely to embarrass you in the law courts?—I should think it is highly probable.

902. You are afraid of both?—Yes.

Mr. *Parker Smith.*

903. Do you attach much importance to an international agreement on the rules of the road at sea?—So far as I am concerned I do not.

Mr. *Penrose FitzGerald.*

904. You refer to your home trade?—Quite so.

Mr. *Parker Smith.*

905. But supposing you found that to insist upon these objections of yours would prevent international agreement for an indefinite time, that would not prevent you from insisting on them?—I really do not know sufficient to go into international regulations. I do not know how the matter stands, and would not like to venture an opinion upon it.

906. You feel yourself in your own experience practically confined to the British trade?—No, I have other vessels going abroad; but I should have thought that other nations, considering that we own more than half the tonnage of the world, would have fallen into our view.

907. But supposing you find that they will not fall into our views, and it is an alternative, would you, under those circumstances, still adhere to your objections?—I think that is a case where our rulers ought to come in and do something for us; whoever is responsible for these rules ought to manage that.

Mr. *Penrose FitzGerald.*

908. That is just what the rulers want your experience about?—We shipowners really do not know in what position matters stand on this subject with other Powers.

Chairman.

909. You would rather not give an opinion upon that?—No.

Mr. *Blake.*

910. I understand that your view as to the effect upon a master of these new rules, whether with reference to his duty of making the signal himself or his duty of listening and acting upon it, is based very largely upon the opinions which the practical men, the masters of your ships, have communicated to you?—Yes.

911. You do not profess yourself to have derived original experience upon that subject, but to be rather conveying views which struck your mind as being correct, but which are not from personal experience?—That is so; still I see and hear of these things almost every day of the week.

912. And I rather understood you to say that one of your masters was here ready for examination?—Yes.

913. Then there are two points of view from which I understand you looked upon it; first of all, the liability of the master whose ship was, as you supposed, governed by one of these new rules mistaking the signal he ought to sound and sounding the wrong signal?—Yes.

914. And that, of course, is a question dependent upon his capacity to learn and remember under difficult circumstances what the signal is?—Whether he will remember it at the precise moment of action.

915. His memory at other times, of course, would be only remorse. Passing from that to the duty or position of the man who hears the signals, I understood you to say that you thought there were two distinct lines of difficulty: first of all, that the man who hears them would be likely to be confused, and perhaps misled?—Yes.

916. And, secondly, that he would be likely to be encouraged to go on when he otherwise would not go on?—Yes.

917. And your impression is that there would be a considerable amount of confusion occasioned in these crowded waterways with which you are more familiar, by the new signals?—Yes.

918. The multiplicity of sounds and the number of vessels sounding would create an additional confusion, you think?—Yes.

919. Do you not understand that it is the first duty of a mariner who hears a fog signal to pause until he takes stock of the situation, and sees whether he can go on, and in what direction he ought to go on?—Quite.

920. Do you not understand that duty to be accentuated the more signals he hears; that it is more his imperative duty to stop and be cautious?—If he hears them and can distinguish them. It is not a case of two vessels meeting upon our coasts; it is a case of many. No doubt it might be beautiful if we were always certain of meeting only two vessels.

921. I will

Mr. *Blake*—continued.

921. I will interpolate a question to you upon that: according to your view, so far as you know, for the ocean navigation, apart from the fairways and coasting trade, you think that these new rules would be good?—They would not lead to so much danger if we were certain of meeting two vessels.

922. I thought you said a moment ago that they would be beautiful; you say now that they would not lead to so much danger; but I was dealing with you with reference to that which your knowledge and your information, as I understand, gave you a certain amount of right to speak upon; that is, the crowded places in the coasting trade?—Yes.

923. The more numerous the signals that a man hears, and the greater amount of confusion there is, would it not be more imperatively his duty to stop, and be cautious in moving?—If he could. You cannot always stop.

924. I know that you cannot always stop; but that is a general rule in a fog, to stop if you can, and, if you cannot stop, you can do nothing but go on?—At a moderate speed.

925. But the more uncertain you are, and the greater number of signals you hear, is it not clear that the more imperative is the duty to stop if you can?—It ought to be clear.

926. Is it not clear; a duty may not always be discharged; but is not that duty clear?—Yes.

927. Then the more uncertainty the man's mind is in as to what particular signal it is that he hears, does not that make it more imperative upon him to stop if he can?—I think so; but will people always perform their duty?

928. I am not saying so; but the more imperative becomes his duty to stop, and therefore the more discouraged he is about going on; is not that so?—It should be.

929. So that the tendency ought to be to produce greater caution?—It ought to be.

930. But you fear that the tendency will be the reverse; that it will produce greater rashness?—I am afraid that that will be one tendency. I do not mean to say that they will knowingly commit rash actions, but the tendency will be to go on and on. One view of the signals that I hold is, that it would tempt them to go on.

931. That will only be in case the mariners become convinced by experience that they are able to interpret these signals, and by them to make with prudence greater progress than they now do, will it not?—I am scarcely able to assent to that proposition.

932. I will ask you this: you say that the first idea is that these signals will produce greater confusion, difficulty, and uncertainty in the mind of the mariner?—Yes.

933. All of which makes it more and more imperatively his duty to stop?—Yes.

934. But a happy day may come when he has been able to learn the signals so well, and can find out his conditions and circumstances so much better, that he may be disposed to think he can go on prudently when under the present conditions he could not?—I think that there will be a great many collisions before that happy event occurs, and probably great loss of life.

Mr. *Blake*—continued.

935. Tell me this one thing more: it would be quite unsafe, would it not, to judge from the interesting figures we have got of losses by collision as to what proportion of those losses were caused by collision in fog?—Quite; I believe that there are no statistics whatever of that.

936. Therefore, we must not in the slightest degree assume, of course, that the whole, nor can you give us any idea of, what proportion, of those collisions are due to fog?—No, there is no table here for collisions in fog.

937. I am told there is none?—There is none.

Admiral *Field.*

938. A few questions, please, and they will be of a very simple character. You answered the learned Chairman that you apparently are opposed to any change?—Yes.

939. And one answer that you gave about objecting to (b) signal was, that it might cause a seaman to mistake the direction; but you just now, in answer to Mr. Blake, used an expression which, I think, was a slip, that the signals would be beautiful if only two ships were meeting one another. I do not want to pin you to the word "beautiful," but I want to ask you a question or two upon the case that you cited just now, which was left to you by one of their captains as occurring off Shoebury Buoy with 36 vessels about him in a fog. There would be no difference of opinion on the part of anybody that it would be hopeless to distinguish between the signals of individual ships under those conditions; but I want to ask you some questions on behalf of signals, to see what may be said in their favour as well as against them. Would a captain be any worse off if (b) signal were intentionally inserted and adhered to, namely, vessel stopped, two long blasts; would a vessel in a fog with way on be worse off if that signal were conveyed to it clearly?—I would rather that you should hear my captain upon that point, because he is the man who will get confused with the signals; he can explain far better than I can what goes on in a multitude of vessels.

940. Only you stated that just now, so I wanted to challenge you on that point?—It was from information I received from masters of vessels.

941. I think most seamen are of the opposite opinion with regard to that. You stated that (f) was unnecessary; but would you adhere to that when you are informed that the United States will on no consideration give it up?—I trust that Her Majesty's Government will take care of us.

942. It is an advantage, I presume, to be in harmony with other nations?—I have no doubt that the day will come when we shall all be in harmony.

Mr. *Penrose FitzGerald.*

943. You prefer the rules as they now exist to any alteration whatever?—Yes.

944. Before I go to that I want to get your evidence quite clear upon the matter before the Committee, and I am not quite sure whether it is clear upon the Notes that all the figures that you

Mr. *Penrose FitzGerald*—continued.

you have quoted are from Board of Trade returns. They were all Board of Trade figures, were they not?—Yes, they are all Board of Trade figures.

Chairman.

945. They were all taken from Board of Trade Blue Books?—Yes.

Mr. *Penrose FitzGerald.*

946. Your reason for objecting to the proposed new signals is, that you are afraid that any multiplication of these signals would puzzle a mariner?—Yes.

947. Of course, all your men are certificated men?—Nearly every one of them. I have one man now who has not a certificate.

948. Is he in charge?—Yes, he is in charge; and he is as good a master as you can find, though he cannot pass for the Board of Trade certificate. He is a most fortunate man; he has rarely been in collision.

949. My only reason for asking you that question is, that knowing very well the examination that these men have to go through for mate or master, and the present intricacies and difficulties connected with Merryweather's compasses and stars, and so forth, it seems to me impossible that when a man can pass that examination he should have such great difficulty in understanding these new signals?—They have to learn these new rules first, and then to apply them in moments that require very quick action; in moments of distress and emergency they have to apply them.

950. Then one other question, which is practically more for my own information: what did

Mr. *Penrose FitzGerald*—continued.

your captain do on the occasion when 36 vessels were there when the fog lifted?—If you will kindly hear him, he will tell you.

Marquess of *Carmarthen.*

951. One honourable gentleman has put to you, and it has been the tendency, I have noticed once or twice (one witness was of the same opinion), that the greater the number of sounds going on all round, the more likely were they to make a man cautious; that the greater the number of sounds, the greater caution he would exercise. If that were carried to its logical conclusion, would not that make it better that there should be 90 signals instead of nine all sounding together?—I have heard that the proposed new rules only represent a larger number that have been whittled down.

952. Do not you, on the other hand, think that though they are not actually course-indicating signals, they have a tendency to make a man proceed in fog, whereas if he only heard the one blast he would be likely to bring up?—An Englishman is a go-a-head man, and if he can make his passage he will.

953. But, in spite of the loss of time that ensues, you would rather that your own vessel and others should bring up in fog than proceed, would you not?—Yes; I should save the time in the long run, because if a man gets into collision his vessel is off duty 14 days or three weeks.

954. And your principal objection, I may say, to the new rules is, that you think, in spite of Englishmen being go-a-head men, they will make them still more go-a-head?—I think they will lead a man to go a-head in a fog when, if he has only one signal, he will not do so. I am afraid so. Of course, this is a matter of pious opinion.

Captain MELVILLE TUKE, called in; and Examined.

Chairman.

955. You are a shipmaster in the employ of the Orient Steam Navigation Company, Limited?—Yes.

956. And have been in command in their service for five years?—Yes.

957. I need not ask you whether you have had a great deal of experience?—I have had 25 years at sea.

958. What do you say about these fog signals; will you tell us your own view in your own way?—I think from the very beginning there is no foundation for them. The whole foundation for fog signals is sound, and sound in a fog is nothing at all; you cannot rely upon it for two minutes together. Therefore, where sound is unreliable a sound signal would be a fallacy; it would simply cause utter confusion. A man would be listening for signals, or he might hear something, and through the sound in the fog he might hear two blasts, or one, or three; he might hear one prolonged blast, but he could not tell whether it was the actual signal blown from a whistle.

959. You think, therefore, that all signals in fog are misleading?—Perfectly misleading.

960. And that would include the present

Chairman—continued.

signals?—Yes, that would include the present signals; they are no use at all in fog beyond that occasionally one may hit upon the right direction of a fog signal.

961. That being the case, the only thing which is important is that you shall hear a noise, I suppose?—But you do not hear the signals; you do not hear the noise.

962. But is it not desirable in a fog to have some noise to apprise you that there is another ship?—Yes, we want that.

963. But what sort of noise does not matter?—It does not matter what sort of noise it is, so long as we can get some noise that will penetrate the fog, which a whistle will not do.

964. That being the case, these new signals, you think, would not assist anybody?—Not in the least; they would help to confuse people.

965. And the old signals only assist people to the extent that they make a noise?—Yes, when you hear the old signals. When you hear the present signals you know exactly what to expect.

966. That is to say, you know that some ship is in the neighbourhood?—Yes, and that you always expect in a fog.

967. Would

Chairman—continued.

967. Would these new signals do any harm if that is the case?—I think so.

968. They would let you know that there was a ship in the neighbourhood, would they not?—Yes, they might; but the screeching and yelling of some 20 or 30 ships around you would be utterly confusing. At the very time that a man wants his brain clear the less noise you have the better. One single steam blast in a fog would be quite sufficient.

969–70. If you had 20 or 30 ships around you, which is often the case, and one of those steamers, for instance, begins to make a signal, and somebody else commences signalling, very soon the whole thing is jumbled up into utter chaos. Is that so now?—Now you hardly ever hear it; it is simply one long blast now; but if you begin one long and two short blasts, and so on, it will be utterly confusing.

971. But if you were in that situation with 20 or 30 vessels around you, and all making the noise you are speaking of, I should have thought your obvious duty would be to stop your engines?—We always do.

972. Then the additional sound cannot hurt you if you do stop your engines?—You know when these things are going on you cannot always stop a ship. For instance, in the tideway it is impossible to stop a ship without anchoring.

973. That is just the same under the present rules?—Yes.

974. The new rules would not alter your power of stopping the ship?—No.

975. What is the danger, then; I want you to put your mind to that?—The actual danger chiefly is in the signals being mistaken, one signal for another.

976. I gathered from you just now that all signals were deceptive in a fog?—Yes, that is exactly what the position is. Supposing that a steamer were to make three long blasts, it would be easy for those three long blasts to be mistaken for one long blast in a fog.

977. Is it easy for one long blast to be mistaken for three long blasts?—It might be, as you will see by my evidence. There is an echo in fog, which everybody at sea knows.

978. Under those circumstances it seems to me that, in your view, no signals are of any real value, except so far as possible to convey to you that ships are in the neighbourhood?—Yes.

979. And the more noise you hear the more ships you suppose are in the neighbourhood?—The more varied noise, because you hardly ever meet two steamers with the same noise.

980. Therefore the more cautious you would be?—No, you would not be more cautious, because a seamen when once he gets near a fog is as cautious as he can be.

981. That is your view of the danger that would be caused?—Yes.

982. Do you think you would have any difficulty, as a practical man, in learning the signals?—Not the slightest; there is no difficulty whatever. I have read them over, and I have not the slightest difficulty in learning them; any child five years old could learn the signals in five minutes.

Chairman—continued.

983. You have to learn a good many difficult things for navigation, and some require rather a special training?—Yes, and it takes many years.

984. And you have to go through examinations of a difficult kind; do you think that any addition to your difficulties would be caused by these few extra fog signals?—No difficulty at all; it is only a matter of time.

985. Your evidence entirely goes upon the fact that sounds are indistinguishable in fog; and you do not want to multiply the sounds, is that it?—Yes.

986. If there are other criticisms that you would like to make about these new signals in your own way, will you kindly do so?—There is simply the point about the sound in a fog; that is the whole basis, I think. If a man were to take the ordinary precautions in fog he needs none of these things.

987. He would not require them?—No, he would not require them; the present existing signals are quite sufficient.

Marquess of *Carmarthen.*

988. You have seen, of course, these proposed rules?—Yes.

989. Will you look at (f) and (g) for one moment?—Certainly.

990. Seeing that by (f) a vessel when towing has to give one prolonged blast followed by two short blasts, and that by (g) a steam vessel wishing to indicate to another "the way is off my vessel, you may feel your way past me," has to sound three blasts, short, long, and short, is there not a danger that in a fog the three blasts might be mistaken for an invitation for a vessel to go past another?—A vessel that was being towed might give two short blasts that might be mistaken for anything. Therefore, it is no signal at all.

991. And you might think that you had an invitation to feel your way past a vessel when it might only be a signal proceeding from a vessel towing?—Yes.

992. Would not that add materially to the danger?—Yes, it would.

Mr. *Penrose FitzGerald.*

993. Your main objection, I gather, to these new signals, is that they multiply the supposed sound signals, and would be liable to become more dangerous, and be of no advantage?—Yes; I think that they would be more likely to cause danger than to avert it.

994. By that I understand you to mean that a pressing mariner would probably take it that he was at liberty to push on, that he was given the option of pushing on, and would be more likely to do so because of these rules than he does now?—I do not know; I do not feel that.

995. Then why do you think them more likely to increase the danger?—Simply from the amount of noise going around.

996. How would that increase danger. It might increase your uncertainty as to what the vessels were doing; but how would it increase the danger?—Not the actual danger. If your ship was in the same position she would not be any worse. If I was surrounded by four or five

Mr. *Penrose FitzGerald*—continued.

vessels, and I was on the bridge, and I heard one fellow beginning to blow his whistle, a danger signal, he might get half way through it, and somebody else take it up, and somebody else begin another, and sombody another, and it would become utter chaos.

997. What would you do?—If one steamer was continually blowing one blast, all you want to know is that the steamers are there, or vessels of any description; but as to signalling in a fog it is out of the question on account of the sound.

998. That is to say, conveying information by sound in a fog is impracticable?—Totally.

Admiral *Field.*

999. We quite understand your objection to any signals beyond the one, because when you have 20 or 30 ships around you you think that it could only make confusion worse confounded; and we understand your answer to my honourable friend on my left, that with four or five ships it would only add to your confusion?—Yes, or even two or three.

1000. I will take that answer as it stands, and allow that answer to prevail in the argument; but I will bring you to another case where you have only, we will say, one ship somewhere on the starboard, either bow or beam, and another on the port, either bow or beam, would you be any worse off with (b) signal if a vessel made (b) two long blasts, indicating that she was stopped. Surely, as a seamen, you would feel more certain of her position, and of her position, if you could distinguish that she was stopped?—But you cannot with a sound signal.

1001. But I am putting a case which, I think, you will admit, that you can distinguish between one ship on your bow or beam, and another ship on your bow or beam?—You cannot tell whether a ship that signals is on your port bow, or starboard bow, or astern, or ahead.

1002. Narrow it down to one ship?—That is with one ship.

1003. Then if you say that a ship might indicate starboard or a ship might indicate port, still, if you could get (b) signal distinctly made, could you then maintain your position, you would be worse off with (b) distinctly telling you that the vessel had stopped?—If we could get signals which we could be certain of in a fog, the more signals we had the better.

1004. I am only tying you down to this one signal (b). If that is made, indicated to you distinctly by two long blasts that the ship is stopped, would it not be better for you?—If you could understand the two long blasts; but that long blast might be followed by the ringing of a bell, and you would not hear it.

1005. Then, at all events, according to this signal she would be at anchor?—Then suppose I was to act upon it, and when I got up she was ringing a bell when I got alongside, you would not hear the bell before. The waters might be so narrow that you had to go one side or the other, and there was not much room on either side.

1006. But if that vessel indicated to you that she was stopped, by two long blasts?—She cannot stop; you cannot distinguish the blasts in fog.

Admiral *Field*—continued.

1007. You just now admitted to one honourable gentleman that you yourself, personally, could have all these signals at your fingers' ends in a short time; you could distinguish two long blasts, of course?—If you heard them.

1008. I am assuming that you would hear two blasts, and you might possibly not be quite certain where they were located?—A ship might blow two blasts, but by the time you got to it, it would be one, very likely.

1009. But supposing you did hear two long blasts, and only from one vessel somewhere about you, would you not, as a seaman, feel happier in knowing that that vessel was stopped?—Certainly I should.

1010. That is evidence then to a certain extent in favour of (b) signal. I would like to ask you about other signals if you follow me. In answer to the Marquess of Carmarthen just now you did not express a definite opinion about (f), but you stated that you did not want any at all; we must try and bring you down to the point. With regard to (f), the United States are very strong indeed for retaining that signal. Do you not as a seaman admit that it would be useful to have that signal if you could be sure that you understood it, a vessel towing?—If you could make sure of hearing it.

1011. Then supposing you were not sure you would not be any worse off for it?—Yes, you would be much worse off.

1012. It would still be a vessel in a fog, would it not?—Yes, it would still be a vessel in a fog, certainly. I might take it for a vessel with one blast in the present regulations.

1013. A vessel in an ordinary fog with way on would give only two blasts?—It might blow two blasts, and you might take it for one. Sound signals, I say, in fog are utterly useless

1014. You hold that opinion very strongly?—I hold it in common with practically the whole of my profession.

1015. I have great sympathy with your view; I was only trying to see whether I could extract anything from you in favour of some of the signals. Take a vessel at anchor at sea; will you look at (e) signal. You know signal (d), everybody does, a vessel at anchor rings a bell?—Yes.

1016. Are you of opinion that you would suffer if you could also know that the vessel was at anchor in the fair-way, and not in the ordinary anchorage; would you not like to know by her being able to make these two long blasts, and the ringing of a bell as well?—I quite admit all these signals if you can hear them. It is an excellent system of signalling if you can make use of them; but when you might use them they would be utterly misunderstood. I should give one signal, and another ship alongside of me might mistake it for another.

1017. I am afraid your answer is too general; I must press you. Where it was only one ship, so far as you understand, somewhere near you in a fog, in that case would it not be an advantage to be able to ascertain whether she was at anchor, or not at anchor, or whether she was stopped

Admiral *Field*—continued.

stopped or not stopped?—If she blew two blast whistles according to signal (d) she would be stopped.

1018. But according to signal (e), if she added the ringing of a bell she would be at anchor?—Yes.

1019. You would not object to that; she would still be stopped, and it would be an advantage to know that, would it not?—I should say on the two prolonged blasts that you might hear them come to you just as easily as one blast.

1020. But after an interval?—There is no interval in fog—there is, and there is not; you cannot rely upon it.

1021. Every two minutes she is to make blasts?—But I mean the interval between the blasts.

1022. That is supposed to be a second?—That is nothing in a fog; you might hear for five minutes consecutively, and the next five minutes you might not hear it at all.

1023. If you did not hear it you would not be any worse off, would you?—Yes, you would; you would take it for a vessel under way.

1024. As a seaman, would you not like to get the knowledge if you could obtain it?—Yes, if I could obtain it.

1025. Then, if the signal cannot be made, you are no worse off. I would ask you, as a seaman, with regard to signal (h), the telegraph ship, have you any opinion upon that. If we have to eliminate any of these signals, would you propose to retain that or eliminate it?—If you have to make any signals, I should say keep that. Of course, some men might argue that a ship which has hold of a cable is practically a ship at anchor; but that cable would not be in a position in the ocean where a ship could anchor. A ship going across the Atlantic, picking up a cable, might give the anchor signal the same as being fast to a cable of any sort.

1026. Have you ever in your experience met a telegraph ship?—Yes.

1027. Picking up or laying a cable?—Laying a cable; only once.

1028. Do you not think that that signal (h) could be combined under (b), two long blasts, vessel stopped?—It would have the same effect.

1029. If it had the same effect, you might eliminate it; if we are to get rid of any, I would like to know which, in the opinion of an experienced seaman, is the least important?—That is the least important of any.

1030. Then I take you to (i), a vessel not under command, four short blasts; do you not think that (i) might be combined with (b), vessel stopped, supposing that (b) is retained?—They are practically the same thing.

1031. Then you would combine them, or rather eliminate (i)?—Yes, I should.

1032. Then we have two that you would eliminate. Now let us go back to (g), which some experienced men are not very strongly in favour of, "Way off my vessel," one short, one long, and one short blast; do not you think that (g) also might be combined with (b), vessel stopped; it is an optional signal, of course?—I do not think it is a desirable signal at all.

1033. Then you think that (b) would cover it?—I think (b) would cover all that.

Admiral *Field*—continued.

1034. Then, if you eliminate any, you would consider (g), (h), and (i) as the least important?—They might all come under the heading of (b), if you have to make signals.

1035. That is a valuable admission from you, as an experienced seaman. I do not think that I need ask you any more.

Mr. *Blake.*

1036. And after you have put them all under (b) you would strike out (b)?—I would.

1037. I understand you to say, both with regard to the continuity of the sound and the direction of the sound, that your experience is that there is no reliance to be placed upon what you do hear from the bridge?—Not the least.

1038. You cannot tell from what you hear what is actually taking place or where the sound is coming from?—No.

1039. A continuous sound may be apparently divided, and a divided sound may be apparently continuous?—Yes.

1040. And a sound apparently forward the beam may be astern, and a sound apparently astern may be forward of the beam?—Yes.

1041. So that there is really no certainty, no matter how clear and distinct a signal may sound; all you can say is, if you do happen to hear a noise, that there is a vessel somewhere near you?—Yes.

1042. So you think that nothing can indicate more certainly to you on the bridge where a ship is or what she is doing, and what condition she is in, by any attempt to make further signals than the one long blast?—Yes.

1043. And just in the same way, no matter what sounds reach you on the bridge, you would act in the same way, as you know so little from what you hear; that is to say, you do not know where the ship is?—Yes, I say the same of any sound signal, beyond the fact that there is a noise, and you know there is something.

1044. That being your view of the blessed uncertainties of the situation, will you explain to me how you would alter your attitude and alter the management of your ship, notwithstanding that there came a babel of sounds all round you?—The thing is to keep your ship as still as possible.

1045. As quiet as possible?—I mean not as quiet as possible, but in the same position.

1046. I did not mean that; *quieta non moreri* is what I was thinking of. You mean to keep as nearly in the same position as possible?—Yes.

1047. You would stop altogether if the conditions allowed?—Yes.

1048. And otherwise you would move as little as you could?—Yes. I say that when a ship is at sea in a fog in the ordinary track of vessels, it is better for the master to keep his ship under perfect control: to go two or three knots and then put the engine astern, and she can go astern.

1049. You just keep way on her?—Yes, sufficient way to enable me to handle her.

1050. With reasonable rapidity in case of sudden emergency?—Yes.

1051. Will you explain to me what added difficulty you contemplate will arise under those circumstances from a variety of sounds being

Mr. *Blake*—continued.

projected from ships all round you; you have got one invariable rule, have you not?—Yes, I have.

1052. No matter what you hear or where you hear it, it does not alter your rule of action?—No; but because I do not alter, it does not say that other men would not.

1053. I am speaking of yourself, you know, and your own view. For your own self it would not confuse you or alter your rule of action?—It would confuse me; I defy any one to stand on a ship bridge and not be confused with a lot of steamers yelling all round.

1054. But that may happen as it is now; you may have 30 or 40 vessels round you all yelling at the same time?—They would not make so much noise now.

1055. There would be a little more noise then, that is all?—Yes.

1056. Then the danger that you apprehend would be the confusion in the minds of captains; they would be bothered by this extra amount of noise?—I am sure they would.

1057. Would you apprehend this other danger which has been suggested to us also, that they would be more disposed to push on than they are under the present rules?—I should not like to say that. From my own experience, I have command of a mail steamer, and I have to keep time. I make one rule, and I never abate from it. I know other men do; but I know that some men do go on.

1058. But, judging for others, would you apprehend danger in consequence of the great confusion of sound which you have described as probable with the uncertainties which you have described?—I can quite see that it would give an inclination to a great many to go a-head trusting to the fog signals, not knowing the uncertainty of sound in a fog.

1059. That is to say, to masters who have not had your experience?—They might have had my experience, but not have taken the same notice of it.

1060. Who had not learnt as you have learnt the absolute unreliability of sound, and might be disposed to trust to signals that you believe are utterly untrustworthy?—Yes.

1061. And that so trusting they might act upon a theory that you think it would not be safe to act upon?—Yes, and go at a greater speed, waiting and listening for the signals and expecting to get out of the way on account of them.

1062. I judge that you would not attach any value then to these signals, even in the case of just two vessels meeting?—Not the slightest.

1063. And that quite agreeing that if you could depend upon the character or the quarter of the sound they would be valuable, but because you cannot depend upon the character or quarter of the sound at all, therefore they are of no more use with one ship than with 20?—Yes.

Mr. *Parker Smith.*

1064. You said that the seaman, when he gets into a fog, is as careful as possible?—Yes.

1065. And what would be dangerous you

Mr. *Parker Smith*—continued.

think would be anything that would tend to make him less careful when he gets into a fog?—Quite so.

1066. Do you suggest that there would be any mistake with regard to these signals?—No, I have no fault to find with the signals at all.

1067. Then you suggest no confusion or mistake in regard to the signals that would make a man less careful than simply hearing the noise of the present signals?—No, it would simply confuse him more.

1068. But if he is confused or made more careful no harm is done?—I do not think that he can be made more careful.

1069. But can you see how he could be made less careful?—Yes, I can.

1070. How?—By simply having a system of fog signals he might go on, and say "Oh, go on; let her go and wait for the next signal." He hears the signal and he acts on that signal, and very likely that signal is totally different from what he took it for; therefore, it is leading him into danger.

1071. Can you suggest any one of those signals upon which, if he believed he heard it, he would act more boldly than if he merely heard a noise?—Yes.

1072. Which?—If he heard a two-blast signal it might be one blast, and he would go on; there might be room, he might hear it broad on his bow and go on.

1073. Of course, he is governed by Article 16 all the time. But about the two blasts, you mean that he would think the vessel was stopped?—If he heard the two blasts he would think the vessel had stopped.

1074. When she was not?—Yes.

1075. And therefore he would go on more boldly?—Yes, he would, certainly.

1076. That you give as one instance in which you think misunderstanding these signals might make a man act more boldly than if the signal did not exist?—Yes.

1077. You have sailed all over the world?—Yes.

1078. Do you attach much importance to having an international agreement?—I do.

1079. A common rule of road?—Yes; without an international agreement no system of signals or anything else could be a rule of the road.

1080. Supposing you were told that the price of getting an international agreement was to agree to these sound signals, what would you say?—I should do without them.

Mr. *Penrose FitzGerald.*

1081. You would let the other nations carry them in spite of us, and use them?—If they use them, we must use them nominally.

Mr. *Parker Smith.*

1082. But we want to have a general agreement on the rule of the road?—Yes.

1083. Supposing that we find that we cannot get that general agreement except on the terms of assenting to these sound signals, would you accept

Mr. *Parker Smith*—continued.

accept these sound signals?—No, I would not accept them under any circumstances.

1084. You would rather lose the chance of an international agreement?—Yes; I cannot accept anything that I do not believe in.

Mr. *Penrose FitzGerald.*

1085. Supposing that America, Germany, France, Italy, Sweden, and Norway adopt them and use them, and England alone does not use them, you may be in hearing of ships of those countries?—I am quite certain they will not adopt them unless we do.

1086. But supposing they do?—I should say go on not using them. I do not think we ought to go in for anything of the sort.

Mr. *Parker Smith.*

1087. And also not getting agreement upon all the other points involved in this Code?—I do not see how we can give way one bit.

1088. But you understand that it is a matter of international agreement, where we have to give and take. There are certain things we may give way upon for the sake of getting a general agreement. This you consider is too important to give way on?—I think so. It is based on sound, and sound is *nil* in fog.

Captain JOHN ROBERT JOBLING, called in; and Examined.

Chairman.

1089. YOU are master of the steamship "Northdene," I believe?—Yes.

1090. And you have been 36 years at sea?—Yes.

1091. And I believe you make an average of from 50 to 60 voyages in the coasting trade during the year?—Yes.

1092. So that you go all round the coast, I suppose?—Yes.

1093. Will you tell me, do you object to these new sound signals?—Yes, utterly.

1094. Why?—I think when you commence to multiply signals you cause greater confusion, and with the confusion I think you run greater risk of collision.

1095. Do you think you can distinguish sounds at all in a fog?—No, not at all times; the difficulty is to get even two men to give you the same bearings of a sound.

1096. That is a question of direction; you cannot determine the direction; do you think you could determine two long blasts from one long blast or not in a fog?—That would be according to the time they give them; but a short, a long and a short blast, I contend, would appear as one long blast, and a long and two short blasts would appear as two blasts.

1097. Now, when you find yourself with a number of ships in the neighbourhood, and you hear a great deal of noise in your neighbourhood of steam whistles, fog horns, and so forth, your duty, of course, then is to stop your engines, is it not?—Ease her down.

1098. In the ordinary course?—In the ordinary course.

1099. Do you think you would be likely to depart from that duty by reason of the new system?—I think so.

1100. Why?—I think it is an encouragement to masters to run a greater risk.

1101. Do you think that you would be tempted from your duty?—Provided you made the new signals compulsory signals.

1102. That is what I do not quite understand: you would know that it was your duty, would you not, to stop your engines?—Yes.

1103. But what would there be in the new signals to tempt you to depart from your duty when you knew what it was?—Because there is a certain signal there which tells us to feel our way past.

Chairman—continued.

1104. That is not a compulsory signal?—I say provided it was compulsory.

1105. But that is not a compulsory signal; is there anything in the signals as they are proposed which would tempt you to depart from your duty, do you think?—No, not anything further than I have just remarked.

1106. However, your idea is that there would be confusion of sound?—A great deal.

1107. Would there not be some confusion of sound if you had 20 or 30 ships close to you, or 10 or 12, under the present rules?—No, not such a great deal. I have had over 40; I have had 50 and 60 steamers round me.

1108. You could not distinguish one from another then, could you?—I could distinguish the vessels at anchor by their simply ringing their bells, and the vessels which were under way with me by their just blowing the one long blast. I have met with them blowing two blasts, indicating that they had put their head to starboard, that was to turn them head to tide to bring up to them to anchor.

1109. But if you had 50 or 60 round you within a mile or two miles, all sounding their signals; surely you do not mean to say that you could distinguish the one from the other?—No; I think it would have a tendency to drive us mad.

1110. Under the present system, it has not driven you mad yet?—The present system will not, I admit; I am quite content with that.

1111. Would the difference of sound make all the difference?—Yes.

Sir *Michael Hicks Beach.*

1112. When you meet these 50 or 60 ships in a fog, is it always in narrow waters, or occasionally is it out at sea?—I may say both ways. The largest amount of vessels I have met in narrow waters; but I have met as far as 30 off the "Longships," between the "Longships" and the "Wolf."

1113. Do you think that it would be possible to have one simple code of fog signals for narrow waters, and another for general use in the ocean?—No,

Sir *Michael Hicks Beach*—continued.

—No, I do not think we can simplify the matter at all as it is.

1114. You might make it worse?—Yes, I think so; I think it is better to let well alone and let us stick to what we have now; which we have done for so many years.

1115. Supposing that some of the nations which attended the Conference at Washington adopted the new signals, and others kept on with the old ones, would not that be more confusing than any general adoption of the new signals would be?—Yes, it would, but I do not think any of them would go against the European powers. Their fleet is too small to be compared with ours.

Mr. *Penrose FitzGerald.*

1116. You generally are of opinion, roughly speaking, that the present signals are sufficient, adequate, and enough?—Quite sufficient any way.

1117. And require no improvement or alteration?—No.

1118. And your reason for thinking that these new signals would be a disadvantage is that they would lead to increased confusion?—Yes, and collisions of course. I also think that they would have a tendency to affect the hearing and also the sight of both shipmasters and officers.

1119. The sight?—Yes, for the simple reason that if you introduce those signals you will want an extra light on the bridge, and a watch to time them besides; and what is more confusing to the sight than to look into a light, and then suddenly to look into darkness.

1120. It mystifies the eye?—Yes; it mystifies the eye. I say that in course of time you would have all the shipmasters partly deaf and partly blind.

Sir *Michael Hicks Beach.*

1121. And mad also?—And mad also.

Mr. *Penrose FitzGerald.*

1122. I only want to put one more question to you. I believe you are the officer that we were told was in a fog off Shoebury Buoy with 30 vessels around you. What course did you practically pursue in your own ship when you heard all those vessels round you?—I ran suddenly into the fog, and I endeavoured to get the vessel head to tide, and then to bring up.

1123. The ebb tide?—No, we were running up the flood tide, bound to London.

1124. What did you do under those circumstances?—I gradually brought the vessel round head to tide, paying strict attention, having both officers on the bridge, and a man on the lookout trying to learn where the different bells were ringing, because there were about 15 steamers under way with me, and we only used the one and two signals; the one and two blasts indicating "I am porting," "I am starboarding."

1125. The reason I asked that question was this, if you can give me your answer: supposing that these new signals had been law at that time, would you have taken a different course from what you did take?—I do not know what we would have done then.

1126. You would have slowed down, and got head to tide anyhow?—Yes, naturally we would have slowed down; but I am afraid to think what would have been the consequence.

Mr. *Penrose FitzGerald*—continued.

1127. You are opposed to any alterations of the signals as they are at present?—Yes, totally.

Admiral *Field.*

1128. That is a very general remark of yours; we must come a little more to the point if we can. As an experienced seaman, as you are, will you look at (b) signal if you have got it there; I do not want to worry you with many questions; we will not trouble about the number of vessels all round you, but will come down to one. If you know that one vessel is somewhere near you, and supposing that she makes (b) signal to you, two long blasts, surely, as captain of your own vessel, you would like to know that she is stopped?—But why make a difference of that when we do the same with the one blast?

1129. But the one blast only means that she has got way on; two blasts means that she has stopped?—In the new proposals, yes.

1130. Would you object to know that the vessel had stopped if you could know it?—But why make that alteration when we know already when a vessel has stopped, under the rule that we have now.

1131. At present you have got the (a) signal which, as is universally known by all vessels in a fog, means "way on," one long blast?—Yes.

1132. As to (b) signal, I want to narrow down your objections to a point. You object to all I know; but I want to know, if you could be certain that a vessel near you was making these two long blasts at a second's interval, would you not like to know that she had stopped?—Provided that I could distinctly know positively that she was stopped, then no doubt it might be an improvement.

1133. That is the understanding from the nature of the signal. Then, if you do not know it you are no worse off?—But with the present system, if I heard a vessel with two long blasts I would starboard my helm. I should know that her road was stopped.

1134. But, of course, the helm signals you understand are not to be used in a fog; you may use them, but they are not to be used in fogs by the instructions; if you must have some of the signals, and if some may be eliminated, as the result of this inquiry, would you look down the list and tell me those which you would eliminate in preference to others; take the bottom first, and then run up (i), (h), and (g); as to (i), vessel not under command, might not that be reckoned in (b) as stopped, two long blasts?—Yes.

1135. And the telegraph ship (h), might not that be given up?—Yes.

1136. And way off my vessel (g), might not that be reckoned in (b)?—Does not that encourage a ship's master to proceed on and navigate through that signal in a fog?

1137. We will come to that afterwards; I want to get your opinion as an expert seaman that if some signals are to be got out of the way, which

Admiral *Field*—continued.

which signals would you prefer to get rid of?—That four blasts is very well; I quite agree with that.

1138. The (h) telegraph ship, might not that be included in (b) as stopped?—Yes.

1139. Then (g) way off my vessel; that is another word for stopping; might not that be included in (b); at present it means, "You may feel your way past me"?—I do not agree with that (g), a short, a long, and a short blast.

1140. Would you consider that those three are the least important; supposing that some must be retained, would you eliminate those three as being the least important?—Yes.

1141. You are in favour of eliminating those three if some must be retained and some may go. I do not want to put words into your mouth, but as a seaman you can tell me which you would rather get rid of?—I would sooner get rid of those three.

1142. As to a vessel towing (f), we are told you know that the Americans will not give it up because they reckon it a very important signal. As a seaman, do you not think it desirable to retain a signal of that kind?—I do not see that it is necessary.

1143. Have you ever been employed yourself much in towing vessels?—No, I have never towed at all.

1144. Nor your company?—The company has, but I am not towing.

1145. Do they do much towing?—Our company has five steamers, I think it is, towing lighters.

1146. Do not you think that that signal is desirable when a vessel is towing a big ship, and cannot handle herself in the way that she can if she is not embarrassed?—I think if she just blows an ordinary blast it is sufficient.

1147. You do not think that an extra signal is necessary for that?—No.

1148. Will you look at (e) as a seaman. An ordinary vessel at anchor rings a bell; but supposing that a vessel, as contemplated by this signal, is at anchor in a fairway, or in a dense fog somewhere out in the open sea, if she is at anchor would you approve of these two suggestions, two long blasts as well as ringing the bell?—Decidedly not.

1149. You would keep her under the bell still?—I would keep her under the bell still.

1150. But the bell does not travel very far?—It travels far enough to clear a vessel. If it answers in narrow waters it will answer in wide as well.

Admiral *Field*—continued.

1151. But as a seaman, would you not be of opinion that two long blasts in addition would be a valuable signal under those circumstances?—I should not like it.

Mr. *Richardson.*

1152. What water do your firm tow vessels in?—From the Humber to the Thames.

Mr. *Blake.*

1153. I understand you to say that the helm signals, as a matter of fact, are sometimes used in a fog?—Yes, the present code of signals.

1154. The course signals are used in practice, you say?—No, not course signals.

1155. The helm signals?—Yes, just the one, two, or three blasts.

1156. You do not use them as course signals, but you use the signal that you are porting the helm or starboarding the helm?—Yes.

1157. Those are course signals, then, in a sense?—Yes.

1158. And you use them in fog?—Decidedly.

1159. And are able to distinguish them?—Not at all times.

1160. But so often that it is useful to use them?—Yes, it is useful at night time.

1161. Have you used them yourself?—Yes.

1162. And heard them used?—Yes.

1163. And derived benefit from them?—Yes.

1164. And given benefit by them?—Yes, and given benefit by them as well.

1165. Then your opinion is that it is possible to rely in some degree upon them?—To a very small degree.

1166. But to some degree you can rely upon what appears to be two blasts really being two blasts in a fog?—Yes, if they give us a sufficient limit of time; but one or two seconds is not sufficient.

1167. But with a sufficient limit of time you can rely to a material degree, to enough to make it valuable, upon its being what it appears to be, two blasts instead of one, or three blasts instead of two?—If we can determine the locality of the object.

1168. I am not talking of the locality but of the character of the sound that you hear; you think that you can discern whether it is really one, two, or three blasts?—Yes.

1169. Notwithstanding the deception that the fog produces?—That is, if they give a reasonable time between.

Captain WENTWORTH SHIELDS WADE, called in; and Examined.

Chairman.

1170. YOU are, I believe, a Shipmaster of 33 years' experience, and at present in the service of the Waterford Steamship Company, running between Liverpool and the Bristol Channel and Waterford?—That is so.

1171. And you have had 15 years' experience in the coasting and Channel trades?—Yes.

1172. You hold five pilotage certificates from different parts?—Yes.

Chairman—continued.

1173. Therefore you have had a great deal of experience?—Yes; I have had a fair experience in the Channel trade and others.

1174. You have come as a representative witness, I believe?—I come representing the Shipmasters' and Officers' Federation.

1175. I believe that federation has certain affiliated bodies, has it not?—They are affiliated one with the other.

Chairman—continued.

1176. Different bodies?—The federation consists of four different associations.

1177. I do not want to go into detail; but are there a number of associations, all of them containing certificated officers?—Yes.

1178. And in all is there a membership of about 9,000 certificated officers?—Yes.

1179. What do you say about these new fog signals, generally speaking?—Our view of these new fog signals in a general way is this: we approve of Sub-section (*b*), the signal under that heading, conditionally that the signals under Sub-sections (*e*), (*g*), (*h*) and (*i*) are eliminated.

1180. You say that (*b*) ought to be put in the place of (*e*), (*g*), (*h*) and (*i*), all of them?—We consider that (*b*) is a signal that would govern vessels under the conditions of the Sub-sections (*e*), (*g*), (*h*) and (*i*).

1181. Will you tell me about (*a*); what do you say about that; do you approve of that?—The signal under Sub-section (*a*) we would wish to be quickened to one minute, instead of two, between the blasts.

1182. In (*a*) you want to reduce the interval of two minutes to one minute?—Yes.

1183. The interval is the same as was in the old rule?—Yes, it is the same.

1184. So it comes to this: you approve of (*b*) conditionally upon the others that you have mentioned being eliminated?—That is so.

1185. You do not appear to have difficulties or objections to adding a new fog signal?—Not to one fog signal. We object to a complicated system of signals, where a number of signals may be made that would be likely to be interpreted wrongly by an officer in charge of a ship.

1186. Do you think this is a point, which has come before us a good deal in the evidence of other witnesses, that if there were misunderstandings of the sound, it would still remain the duty of the master to stop his ship until he could clearly perceive what was the signal that was being indicated?—Under the law as it stands, and under the law under these proposed altered signals, you are still allowed to navigate your ship at a moderate speed in fog, and you are acting rightly within the law in doing so; so that it would be more than you could really do to call upon shipmasters to stop their vessels altogether under those conditions; they would still go on navigating at a moderate speed. There is no question that these signals would confuse an officer in charge of a ship, and specially in crowded waters.

1187. Do you think he would have any difficulty in learning these new fog signals?—I do not think there would be much difficulty in learning them, but I do think there would be great difficulty in retaining them and interpreting them.

1188. You mean in applying them at the moment?—You would be likely to make a mistake.

1189. Supposing you were to make a mistake, do you think that it would not be reasonable to expect that captains of ships would stop their engines in a fog if they thought they were liable to make a mistake by reason of the confusion?—The law says that they can go ahead at a moderate speed, and I presume they would comply with the law under those conditions.

1190. I do not know whether your attention has been called to Article 16?—Yes, it has.

Chairman—continued.

1191. It says that "A steam vessel hearing apparently forward of her beam the fog signal of a vessel, the position of which is not ascertained, shall, so far as the circumstances of the case admit, stop her engines, and then navigate with caution until danger of collision is over." Do you think that, however confusing, if the master of the ship was to obey that order the new signals would create any danger?—I think that anything that would cause confusion in the minds of men in charge of a ship is a present source of danger; and further, if this clause in Article 16 is enforced our Channel trade could not be carried on in foggy weather, as you would always, or nearly always, have a whistle before your beam in entering or leaving port; and again, you could not navigate with engines stopped.

1192. I do not know whether you are aware of the position that is taken by many other nations about these rules. Do you attach importance to having an international agreement?—We have that at present.

1193. Yes, but supposing that other nations were to insist upon carrying out these fog signals, do you think that your objections to them are so strong that you would not be willing to give them a trial?—We could not give those signals a trial and draw back.

1194. Why do you say that?—I do not think that it is a thing that would ever occur. If we once adopt those signals they are adopted for good or bad.

1195. But do you mean that you then become satisfied with them if you tried them?—No, but I know none of our regulations where any portion of them have been removed afterwards. We have adopted them, and they have remained with us.

1196. But you would not go to this length, would you, that it would be your duty to cling to a bad thing if you found by experience it was bad?—Unfortunately it is not the shipmasters that cling to these bad things; it is these bad things that are forced upon us. We never asked for these rules; we made no complaint of the old ones. We were quite satisfied to go on in the way we were doing.

1197. But pray understand I do not want to question that at all; I was rather putting this to you: Do you think that the objection is so strong that if it was considered necessary in order to arrive at an international agreement to give these new signals a trial you would say, "Cost what it may we will not even give them a trial." Would you take so strong a line as that?—We are of the opinion that we would oppose them, so far as we were able, with the exception that, as I say, we would be prepared to approve of the signal which means that the vessel is stopped.

1198. You would oppose them, cost what it might. I mean that you would not even give up your opposition in order to arrive at international agreement?—We would not.

Admiral *Field.*

1199. You have already answered the learned Chairman that the signal (*e*) might be included with (*g*), (*h*), and (*i*) in (*b*)?—I think that that was not my meaning. I meant that (*e*) should be eliminated from these signals.

1200. I understood

Admiral *Field*—continued.

1200. I understood you to think that (*e*), (*g*), (*h*), and (*i*) might all be reckoned, you said, in (*b*), and you are in favour of keeping (*b*)?—I did not mean that we were to use whistle signals for vessels at anchor in a fairway; but I said that (*e*) would require to be eliminated if we consented to the other.

Mr. *Blake.*

1201. You would stick to the bell for (*e*)?—Yes.

1202. And include the others in (*b*)?—We would ask for an efficient bell in all ships.

Admiral *Field.*

1203. You do not approve of (*e*) at all, but you want a better bell?—An efficient bell.

1204. As for the signal (*d*), that is an old signal?—Yes, precisely.

1205. You said nothing about (*f*), "vessel towing"?—We approve of that signal; we think it is necessary that there should be a distinct signal for vessels towing and being towed.

1206. Then I press you again, (*g*) you have already said must be reckoned as included in (*b*), but we go on to (*h*), Telegraph-ship. You said that might also be included in (*b*) and also (*i*). But supposing that that view is not taken generally by others, could you in your opinion include Telegraph-ship (*h*) in the signal (*f*), as a vessel towing?—I think it would be most misleading to do so; a vessel towing frequently has considerable way on her, and is under control.

1207. So has a telegraph-ship which is laying a cable?—A telegraph-ship picking up a cable would have no way on her.

1208. But laying a cable she would have way on her?—Laying a cable she would have a small degree of way.

1209. But you do not think that signal important enough to retain it; you have already said that?—No, I do not think so.

Mr. *Blake.*

1210. I understand you, then, to approve of (*a*), the old signal?—Yes.

1211. And also of (*b*), which is two prolonged blasts, and of (*f*), the towing signal, which is one prolonged blast, followed by two shorter ones?—Yes. I approve of (*a*), which is the ordinary signal at present in use, subject to the interval being shortened.

1212. Then your experience, and the experience of those whom you represent, is that those three signals would be valuable?—We consider it so.

1213. Then your practical experience is that there would be a fair and reasonable opportunity in a fog of distinguishing the one blast, the two blasts, and the three blasts from one another, and relying to some extent upon them?—That is the opinion of the associations that I represent, and it is also my own opinion from practical experience.

1214. We have had some evidence which seemed to indicate that the peculiarities and eccentricities of fog were so great that you could not tell two blasts from one, or one blast from two, in the slightest degree. What is your view with

Mr. *Blake*—continued.

regard to that?—My view, from my own experience, is that sound in fog made from vessels clear of the intervention of land is reliable as to the position, and as to its clearness of note; but sounds made from land stations are frequently deflected, and they sound from a different point from where they are made.

1215. There have been two points stated to us, and I should like to know your view upon them as a practical man. The first is, that it is quite impossible to depend in the least degree upon the apparent quarter from which the sound comes, and that in the case of a sound made by the vessel itself, not by a syren. Does that accord with your experience?—That is not my experience.

1216. You think there is a fair chance of knowing where the sound comes from?—I think so, within a reasonable distance, a half point or so.

1217. The second point is, that when there is one whistle it is said that it may just as likely as not come to you as a broken whistle—as two blasts or more; and that when there are two blasts, or more, they may come as one continuous blast. What is your view about that?—I am afraid a good deal of misapprehension arises, not through the fact that sound does not travel correctly, but through the defective instruments that convey the sound to you. The whistles being defective in construction do not give a clear note.

1218. They perhaps do not give an absolutely continuous note?—As you say, a continuous note is not always to be relied upon.

1219. But you think where an effective whistle gives one blast it would come to you as one blast, and if it gives two blasts it would come to you as two blasts?—Yes, I have found it so.

Mr. *Richardson.*

1220. How many members are there in the federation which you represent?—About 9,000.

Chairman.

1221. Is there anything else you would wish to say?—There is just one other point which you have not touched upon, which perhaps I might be excused for mentioning; that is in Article 28. I understand that is under your consideration.

1222. We are dealing only with sound signals in fog?—I thought Article 28 was also under the Committee's consideration.

1223. Will you tell me what it is?—"The words 'short blast' used in this article shall mean a blast of about one second's duration. When vessels are in sight of one another, a steam vessel under way, in taking any course authorised or required by these Rules, shall indicate that course by the following signal on her whistles or syren."

1224. That is, vessels in sight of one another; it is not in fog?—No, it is not in fog; but I understood that it was to be considered in conjunction with these fog signals.

1225. Yes, Rule 28, in so far as it bears upon fog signals, is within our reference. What have

Chairman—continued.

you to say with regard to it?—These are signals which are well known in the merchant service, and I may say are very generally used now in fog; although according to the legal aspect of it they are not recognised, as a matter of fact they are very generally used by seamen round our coasts when meeting with one another in fog. It is the view of the federation that I represent that these signals ought to be made compulsory, and to apply to fog.

1226. Compulsory in a fog?—Yes, that they supply the key to indicate to another vessel that you are doing something definite that he knows, and that will probably result in your clearing him; and he can also act in such a way as will further assist you in doing that.

1227. Those are helm signals?—Helm signals.

1228. You recommend, therefore, that the helm signals of Article 28 should be used in a fog?—We do that, seeing that if these other signals are eliminated we get then a working code which we could really do something with. That, in connection with better instruments for denoting signals at sea, we think would help to reduce the number of collisions very materially. If our suggestions are accepted we would ask that the sound signals be remitted to a small committee and recast, so that the best possible may be adopted.

Sir *Michael Hicks Beach.*

1229. I do not understand how your suggestion would be possible where two ships do not exactly know where either of them is?—Our contention is that, so far as sound at sea is concerned, we can locate sound fairly well.

Sir *Michael Hicks Beach*—continued.

1230. Then you differ entirely from some previous witnesses?—That is my view, and that is our view upon the question, that the difficulty of sound is owing to land stations. I might say from my own personal experience of certain rock lighthouses, where detonating signals are used, that you are able on all occasions (and I have passed the places under those conditions so frequently that I have tested it) to fix your position by the sound very closely; and, taking that in conjunction with your soundings obtained by the lead, there is little or no difficulty. Of course, where sound signals are made where there is land at the back of them immediately, then they are deflected in such a way that frequently a signal made on the starboard bow is heard on the other bow, and *vice versâ;* but I think it is not the fog that does it, it is the land that causes the deflection of sound; at least, I have never found from light-ships or rock lighthouses the least difficulty in fixing the position of the sound.

1231. Or from a ship?—From a ship.

1232. Or the sound from another ship?—Or the sound from another ship.

Admiral Field.

1233. Would not the wind have some effect?—In fog we rarely have much wind.

1234. Under the head of fog, you include thick weather, you know?—I always call it fog when the atmosphere is so thick that you are not able to see a sufficient distance to clear a vessel with your helm without using your engines.

Mr. WALTER HOLLAND, called in; and Examined.

Chairman.

1235. YOU are a member of the Liverpool Steamship Owners' Association, and were Chairman last year?—Yes.

1236. And you have been asked to come and lay the view of that association before us?—Yes.

1237. I believe that in your association the tonnage of your vessels is 1,588,312 gross?—Yes, and about 1,000,000 net tonnage.

1238. And that includes vessels of every class; all the large liners, cargo vessels and coasting vessels?—Yes; and I should just like to add to that that the vessels trading from Liverpool of the classes you have named have perhaps the highest value of any ships that trade out of this country, and therefore the more importance attaches to this question on behalf of my association. Both as regards the value of ships, some of which cost more than half a million (some of our large liners trading to New York), and as regards the value of the cargoes and the number of lives on board, we feel that that renders the question to us one of more vital importance than perhaps to any other association in the United Kingdom.

1239. I believe you are a member of the firm of Lamport and Holt, who own or manage 64 steamers?—I am.

1240. And you are your own insurers, are you not?—Almost entirely.

Chairman—continued.

1241. Your association has considered these new rules, I believe?—Yes; we have given the most careful consideration to this question.

1242. Have they passed any resolutions upon it?—No, not actually passed any resolutions upon it; we have had a long communication with the Board of Trade during the past year on the subject. You would wish me to state the objections that we raise to the proposed rules, I have no doubt.

1243. If you please?—Our objections to the new regulations are perhaps, first of all, that we do not consider that the steam whistle affords any means of producing accurately the sound it indicates. As to that, I would like to say that the steam whistle very often gets choked for one thing, and it cannot be relied upon to produce the short and the long blasts which are required under these new regulations. Then, again, there is no certainty, especially in foggy weather, that these sounds when produced will be conveyed over any definite area. That, I should take it, is an established fact. We have the evidence in the courts, which no doubt you have. I have here a note in our last report, which I shall be glad to hand in, from a judgment given by Lord Hannen, after sitting for 16 years as judge in the Admiralty Court. In giving judgment, in 1888, in the case of the "Rosetta," he said: "I desire to say emphatically,

Chairman—continued.

cally, that it is impossible to infer from the fact that a whistle is not heard in a fog that therefore there is an inefficient look-out on the vessel which does not hear it. It depends on other circumstances. It is not to be inferred that because from a particular distance at which in clear weather a signal could be heard it is not heard at that distance in a fog there is a bad look-out. I have specially consulted the Trinity Brethren on this subject. They have given me the benefit of their large knowledge and experience, and they say that what may be called the vagaries of sound in a fog are of a most astonishing character. They tell me that sometimes, where a signal has been given, which it was expected would be heard at a distance of four or five miles, it is not heard at a distance beyond a couple of cables' lengths. I have heard illustrations given by men of the highest eminence in science of a more extraordinary character even than that. It cannot, therefore, be taken that because a fog signal is not heard at the particular distance it is expected to be heard there is a bad look-out." I have had various other verbal statements made to me of the same kind. I am not an experienced navigator of any sort, and I have no practical knowledge of the subject myself; but all the evidence I have managed to obtain has tended to confirm that view, that in foggy weather there is no reliance whatever to be placed upon the position of sound or the way in which it travels. I am not at all sure whether that does not even apply to a state of things where there is no fog at all.

1244. You mean that sound may be inaccurately conveyed over water?—If you were to blind your eyes it would be very difficult indeed for you to tell where the sound came from.

1245. You mean on *terra firma*?—Yes, that is an experiment that is often done on the stage, where a noise can be made, and it is almost impossible to tell from what point it comes. You cannot tell actually where a sound comes from if your eyes are blinded. Then when vessels are not in sight of one another, there is no means of distinguishing accurately the sounds made on any given vessel from the sounds made on any other vessel in the vicinity, so that the signals would be confused, and the memory of the captain and officers cannot be relied upon to interpret them correctly. I have examined several masters on that point of memory; and although it is practically possible to learn these rules no doubt, still when you come to think of a man going for a voyage of two or three months and coming back, it is the necessity of retaining the rules in his memory that is the difficulty. Those are the principal reasons why we object to these new regulations.

1246. I observe, in the *précis* of the evidence which you have been good enough to send me, you refer to your communications with the Board of Trade, and apparently you consider that you did not have a sufficiently early opportunity of bringing your witnesses and your evidence before their notice. I do not want to go unnecessarily into that; but if you desire to say anything on that question to the Committee will you do so?—We do not think there was sufficient consideration paid to the shipping interests by the Board of Trade. We think that having consulted the shipping interests in the first instance before going to Washington, and having obtained a report which was practically adverse to these new regulations, and also having got the opinion of the Admiralty against any alteration in the present system, it would have been the proper course on the part of the Board of Trade, on coming back, when they appointed another Committee after the Washington Conference, to have again consulted us upon the subject as to what our views were in regard to these new regulations. As it was, we did not learn anything about them until the Blue Book was published showing the correspondence with foreign governments and the way in which the decision as to these new regulations was arrived at.

1247. There was one passage referred to, I think, in a letter of your association before this Committee, stating that the governments of Germany, the Netherlands, and the United States objected to the introduction of the proposed sound signals?—Yes.

1248. I think you will agree that those governments did express their approval of these rules, but you consider that they really did not wish for them, and that they gave way to pressure from the British Government?—That is the impression conveyed by the correspondence in the Blue Books. I think the only country that really consulted its shipping interests was that of the Netherlands. You will see, on page 43 of the Blue Book, that they distinctly differ from these sound signals, and take a very strong view upon them; and they still, I think, reserve their right to re-consider the matter. Then Germany has also done so.

1249. You probably agree with me in this: that in estimating the real view and feeling of the foreign governments the Foreign Office, after all, must be relied upon as being the best judge, because they have better means than we have to obtain information as to the true feeling of foreign governments?—Certainly, as the medium for finding out the opinions of those governments.

1250. What you say about that is, as I gather, derived from communications with persons of practical experience in these affairs?—Yes; we each of us in Liverpool, who have anything like a line of steamers, select from amongst our staff the men whom we consider of the greatest experience and intelligence; there are no men in the country, even in the Admiralty, that are equal to them in experience; they have probably had 25 or 30 years' experience at sea themselves, and are continually alive to everything that is going on around them; and we select them as our marine superintendents, and rely greatly upon their opinion first of all. Then we rely, secondly, of course, upon the most experienced of our masters of our ships. I have plenty of masters who have been over 25 years in my service, and I can only say that with that great number of vessels running I have never known any instance of a collision or a loss or an accident arising under the present existing

Chairman—continued.

regulations from fog; from sound signals used in fog there has never been one instance within the 30 years of my experience of an accident. I think it is recognised that these existing regulations came in about 1863.

1251. You mean that you have never known a case of collision in fog arising from any defect in the present system?—That is what I mean.

1252. You say, however, that the evidence you give is derivative evidence from the experience of people whom you have consulted?—Entirely. I would like to add to evidence that I have listened to in this room certain evidence that has not come before the Committee. For instance, it is only within recent years that there has been a great pressure of steam upon boilers. That has been laid great stress upon by several of my captains. A pressure of 180 lb. is a very common pressure, against less than half of that five or ten years ago; and the moment a vessel comes into a fog she lets go the steam, and the noise from this excessive pressure is so great that you cannot possibly hear any signals around you at all; any signals of any possible kind. There are some other points that will occur to me, I daresay, later on, but that was one that occurred to me particularly.

1253. You, I believe, consider that the United States Government have repealed their action of bringing the new rules into operation?—Yes.

1254. I do not think we have heard that before; can you give us the reference?—Yes, I have got a letter from the Board of Trade, dated the 6th March, stating this: "I am directed by the Board of Trade to acquaint you that they have now received, through the Foreign Office, a despatch from Her Majesty's Ambassador at Washington, who reports that a Bill to adopt special rules for the navigation of harbours, rivers, and inland waters has been agreed to by both the House of Representatives and the Senate." And I understand that since then they have repealed the order to take place on the high seas.

1255. The letter you refer to is a notification that an Act has been passed, is it not; or have I not accurately understood it?—It was that an Act had been passed with regard to the navigation of harbours, rivers, and inland waters; but I understand that since then there has been an Act passing it with regard to the high seas.

1256. But since then an Act has been passed, you say, to the same purport with regard to the high seas. Be it so. The point was that I thought you said they had been repealed?—No, they never were put into force in American waters. They proposed to put them into force on the 1st March; but when they found that this country proposed to postpone the operation of this Act until the autumn, they not only postponed them altogether, but I think they actually withdrew them.

1257. They have postponed bringing them into operation pending the decision of the British Government?—Yes, I think so.

Mr. *Blake.*

1258. I think they have passed an Act suspending the operation of them for awhile?—Yes.

Chairman.

1259. Then probably that is the explanation?—Yes.

1260. You probably assent to that which I am informed is the case?—Yes.

Sir *Michael Hicks-Beach.*

1261. When was your first communication to the Board of Trade on this subject?—The first communication was in June 1891.

1262. Have you a copy of it there?—Yes, do you wish to have it?

1263. Yes, please?—Certainly (*handing in the same*).

1264. In that communication you objected to two points. You said: "The association see strong objection to the adoption of the proposed addition to Article 21, which they think very likely to lead to collisions, and they are very doubtful as to the proposed regulations with regard to the sound signals for fogs, which they think likely to be confusing (Article 15)"?—Yes.

1265. The first point has nothing to do with the Reference to this Committee, I think?—I do not recollect quite what that first point was; but it has nothing evidently to do with this Committee.

1266. You have not pressed your objections, I think, on that?—No, we have not.

1267. Did you proceed to specify your objections to the proposed regulations with regard to sound signals?—Not until March of last year, when we became aware that these regulations would be put into force. We were led, perhaps innocently, to conclude that it was not possible that the Board of Trade, after the advice it had received from its own committee and from the Admiralty, would proceed to enforce these regulations until the early part of last year.

1268. But was not a Paper presented to Parliament and published in the Autumn of 1892, including the Second Report of the Committee which sat after the Washington Conference, and showing the probability that these sound signals would be adopted?—Was that 1892 or 1893?

1269. Eighteen hundred and ninety-two?—There was a Paper, I believe, in 1892 or 1893, page 115 (it was March 1893) referring to the circular to the Foreign Office.

1270. I find that the Board of Trade, in February 1893 (it is page 124 of the Blue Book, C. 6869, 1893) wrote to you acknowledging your letter of the same month and enclosing a copy of the Parliamentary Paper to which I have alluded; so that you were fully acquainted with the state of affairs at that time?—We were evidently informed in February 1893, but we were put off by the statement that any decision to be arrived at would be dependent upon the concurrence of the foreign governments.

1271. But what I want to ascertain is why you did not formulate your objections to these sound signals until 1894, having in February 1893 a knowledge of the position of the subject?—Because we were not aware that they were going to be enforced in February 1893. There was a Committee appointed after that.

1272. But you knew that the Committee that sat after the Washington Conference had reported; you knew what that Report was, and you

Sir *Michael Hicks Beach*—continued.

you knew that the Board of Trade were in communication with foreign governments on the subject, and yet you did not specify your objection; I merely ask if you can explain that anyhow; I do not understand the reason?—I can only conclude that these regulations were not actually enforced until after February 1893. There was no statement handed to us that they would be enforced until 1895. They were not to be enforced till 1895. The first intimation that we had was in the autumn of 1893, when we were requested to send witnesses to attend at a Committee to consider the subject again. That was in August 1893, I think you will find.

1273. You complained of the neglect of the Board of Trade to consult the English shipowners upon this subject, and I want to ascertain how it happened that, as the English shipowners were acquainted with what was going on, they did not put their views before the Board of Trade a year or two before they did?—Because the Board of Trade had certainly told us in 1893 that whatever result would be arrived at would be dependent upon the replies they got from foreign governments; and it was not until November 1893, when the negotiations with these foreign governments had been brought to a conclusion, that the Board of Trade invited the association to produce before their Committee any witnesses, or any evidence which they had to offer.

1274. You thought that you could not communicate your views without being asked to do so?—Well, we were not consulted at all on the subject. The shipping interests throughout the country were not consulted after the Conference until November 1893. No intimation was given to them that their opinion would be of the slightest value.

1275. Until November 1893?—No.

1276. Do you not think it is obvious that it would have been more convenient for all parties if your views had been in detail before the Board of Trade before the communication with foreign countries had been brought to a conclusion?—I think it would have been decidedly very much better. I am quite prepared to accept any blame on the part of our association for not having been more expeditious in the matter, but at the same time I must repeat that there was no request made upon them to enunciate their views in any way.

Mr. *Richardson.*

1277. Are we to understand that in your opinion the Board of Trade neglected their duty in not communicating with such important interests as yours?—I do not say ours in particular, but the whole of the shipping community. I think they did. I take a strong view on the subject, because we are the people who are really directly interested in the question.

1278. In expressing that view, are you expressing the view of the very important body of steamship owners at Liverpool?—Yes, entirely; the whole body.

1279. Did they make any protests?—They made protests in their letters last year. The letters were protesting strongly last year in correspondence.

Mr. *Richardson*—continued.

1280. Are the letters in the Blue Book?—I have copies of them here, and they were published in "The Times" newspaper. We thought it was only right, as our letters were so utterly neglected, and treated with such apparent, I will not say contempt, but so cavalierly, by the Board of Trade, to take that opportunity of putting them in "The Times" newspaper; and "The Times" newspaper wrote one or two leading articles on the subject, which were very much to the point, I think.

1281. In what month and year was that?—That was last year.

1282. What month in 1894?—The beginning, in March; the first correspondence began on the 21st of March, and then went on until September and October.

1283. In the same year?—Yes; and finished off in November.

1284. And ultimately an agreement was come to about these fog signals, practically without the sanction of so important a body as yours?—Certainly.

Chairman.

1285. I would like to ask you a question about that; you wrote a letter setting forth your views on that subject on the 9th February 1895; have you got it?—Yes; that was after a deputation which I attended.

1286. You say, "The shipping interests feel most strongly that they have not been consulted in this most important matter as they should have been." I will not read the whole letter; but that is the substance of your communication?—Yes.

1287. Then, in answer to that, there was a letter of the 19th of February 1895 from the Board of Trade, in which the Board of Trade put their view, in fact?—Yes.

1288. And I think I may read a passage or two of that, if you will allow me, and if there is any other passage which you think I ought to add to what I select, will you kindly mention it. They say "that they attach the utmost importance to the views and wishes of shipowners, and are anxious, as far as they properly can, to give effect to those wishes. They are not, however, able to divest themselves of the responsibility devolved upon them in conjunction with the Admiralty of advising Her Majesty as to the regulations for preventing collisions at sea," and so forth; and then they refer to your specific complaint. "You urge that the Report" (it is page 131 before me in print) "of this Committee was not submitted directly to shipowners' associations or to the officers of the Mercantile Marine. But the course taken was intended to ensure, and did ensure, for this Report the utmost possible publicity. The Report was at once presented to Parliament and made known through the usual channels, so that the attention of every one interested might be drawn to its conclusions. That this object was adequately attained is clear from your letter, for you point out that in May 1891 (one month only after the publication of the Report) the shipping interest became aware of its nature, and communicated with the Board of Trade. There is, therefore, no valid ground for complaint in this particular." I do not want

Chairman—continued.

to enter upon that. I only thought it was just to read the other side of that statement; but I think we should all regret, and yourself also, if any collision or discord upon this matter with foreign nations arose, because of our internal differences in this country. You would regret that, would you not?—Yes.

1289. If it were considered expedient to give these new rules a trial, in view of the strong opinion of other countries, do you not think that the officers in your association, and the members of it would all do their best to try and make it work if they could?—I think they would do their best to try and make it work. I do not, of course, think it would be practicable, and I should be very sorry to see the experiment tried, because I am quite certain that it would involve great loss of life and property.

1290. Is there anything else that you wish to state to the Committee?—I should like to place before the Committee the following letters from the Admiralty to the Board of Trade, and from Trinity House to the Board of Trade, bearing upon the subject of my evidence.

1291. Will you do so, if you please?—The first is as follows: "Admiralty, 6th February 1873. Sir,—With reference to your letter of the 22nd ultimo, M. 736, enclosing copy of a universal Code of Fog Signals, by Mr. William Jamieson, a commander in Messrs. Inman's line of steamers, Liverpool, and requesting to be informed whether distinctive phonic fog signals are necessary, I am commanded by my Lords Commissioners of the Admiralty to acquaint you, for the information of the Board of Trade, that owing to the difficulty of determining with sufficient certainty the direction and distance of sound from moving objects during a fog, the system proposed by Mr. Jamieson offers no advantages over the 'Rules concerning Fog Signals' at present in force. I am, &c. (signed) *Robert Hall.* To the Assistant Secretary, Marine Department, Board of Trade." The second is from the Admiralty, and is dated the 28th of February 1873. It is as follows: "Admiralty, 28th February 1873. Sir,—I have received, and laid before my Lords Commissioners of the Admiralty, your letter of the 19th inst., enclosing a copy of a report from Mr. Rothery, Registrar of the High Court of Admiralty, wherein he remarks upon Mr. Jamieson's proposal for establishing a new code of fog signals, and he himself suggests another code. (2.) In accordance with the request of the Lords of the Committee of Privy Council for Trade, my Lords direct me to communicate their views as to Mr. Rothery's proposed code. (3.) Whilst Mr. Rothery's proposed rules appear to be, as he states, clear and simple, my Lords fear that they could not, with any prospect of increased safety to vessels in a fog, be put into practice. (4.) In endeavouring to establish regulations for the prevention of collisions in a fog, it appears to my Lords that the points to be considered involve more difficulty than those connected with the dangers of night navigation where lights are the signals to be employed. (5.) In a clear night, however dark, the position of one ship

Chairman—continued.

approaching another is shown by the comparatively unmistakable evidence of the eye, whereas any signals which can be devised to effect the same object when a fog prevails must appeal to the far less reliable sense of hearing. Doubtless, as Mr. Rothery observes, the danger of collision between vessels in a fog would be greatly lessened if each knew the position of the other, and the course she was steering: my Lords, however, do not think that any fog signals which can be devised will ever actually indicate the position of one ship to another unless the two be in very close proximity. (6.) Considering the rate at which sound travels, and the obstructing or diverting influence of the wind or other medium, it appears probable that in many instances a sound heard, say, on a vessel's port bow, might not in reality be coming from a vessel in that position, and my Lords fear that the establishment of a code of signals which professed to give accurate and timely information of the position and movements of vessels in a fog might lead to undue confidence on the part of officers, and to a relaxation of the only safe rule, that in such circumstances vessels should proceed only at the very slowest speed, and thus collisions might be multiplied instead of diminished. (7.) It appears to my Lords also that, as in the case of lights, projectors of new fog signals generally lose sight of the circumstance that in crowded highways a dozen vessels may be in close proximity, instead of two as assumed in the proposed rules, and that collisions rarely occur from fogs except under such circumstances. (8.) If there be any position in which personal vigilance is necessary and may be expected to be in exercise on board a ship, it is in a thick fog, and my Lords consider that the best safeguard consists in the strict observance of the existing rules, stopping or proceeding at the slowest speed, and use of the simple signals, to show that a vessel is in the neighbourhood, a gun also being ready on each side, and there being, by those in charge, ever a readiness to act on the instant as circumstances may render expedient. —I am, &c. (signed) *Robert Hall.* The Under Secretary, Marine Department, Board of Trade." The last one is from Trinity House, and is as follows: "Trinity House, London, E.C., 3rd March 1873. Sir,—I am directed by the Board to acknowledge receipt of your letter (M. 2147) of the 19th inst., enclosing a copy of observations by the Registrar of the High Court of Admiralty upon Mr. Jamieson's proposals for a universal code of signals, which have already been laid before the Elder Brethren, and upon which they have reported their opinion, at the desire of the Board of Trade; the Registrar at the same time substituting a system of his own on which their Lordships request also the opinion of the Elder Brethren. Although the rules suggested by the Registrar are evidently the result of careful study and consideration, they are based upon an assumption, which is, in point of fact, a fallacy, viz., that it is possible to determine accurately the quarter from which a sound heard during fog proceeds. This is a point upon which actual experience only can be admitted as a guide, and the Elder Brethren from

Chairman—continued.

from constant and repeated observations believe that during fog it is always most difficult, and frequently impossible, to make out the direction in which a sound approaches. When a mariner is approaching a fog signal upon the shore his partial knowledge of its vicinity and supposed bearing aids him, and the unassisted sense of hearing is not so entirely relied on. This is not the case with vessels at sea, and it follows, therefore, that if the quarter from whence the sound proceeds cannot be fixed with certainty, the manœuvres to avoid it must also be undefined. But, beyond this consideration, another serious objection arises, viz., that in crowded waters, such as the estuaries of the Thames and Medway, and the channels of the east coast of England, not only the case of two vessels, but of a number of vessels in proximity, must be considered, and of what effect a number of differing signals in apparently different direc-

Chairman—continued.

tions would have on an officer in charge of a vessel. The Elder Brethren fear that he would be brought into bewilderment and hopeless confusion, and, tied by a stringent rule, in trying to avoid one danger he would fall into another. The Elder Brethren do not think that any positive rule, international or otherwise, can or should be enforced upon vessels in fog, save that generally acted upon and provided for in the rule of the road, viz., the nearly constant sound of the fog signal, and the slowest rate of speed consistent with the ship being kept in hand; the greatest danger in fog is attempting to do too much, and any rules such as those suggested by Captain Jamieson or Mr. Rothery would, in the opinion of the Elder Brethren, inevitably tend to increased action, and increase instead of prevent collision and disaster. I am, &c. (signed) *Robin Allen*, The Assistant Secretary, Marine Department, Board of Trade."

Friday, 14*th June* 1895.

MEMBERS PRESENT:

Mr. Egerton Allen.
Mr. Attorney General.
Sir George Baden-Powell.
Mr. Blake.
Mr. Cayzer.
Admiral Field.
Mr. Penrose FitzGerald.
Mr. Moorsom.
Mr. Joseph Richardson.
Mr. Parker Smith.
Mr. Stephen Williamson.

MR. ATTORNEY GENERAL, IN THE CHAIR.

Captain JOHN CLEARY, called in; and Examined.

Chairman.

1292. YOU come on behalf of the Clyde Steamship Owners' Association, I think?—I believe so, but I really do not know who sent me here; I do not know whether it is not the Scottish Shipmasters.

1293. But you are a captain in the merchant service?—I am in command of one of the Clyde Steamship Company's steamers.

1294. Where does your ship trade?—Glasgow to London *viâ* the different ports, Southampton, Plymouth, Waterford.

1295. Have you had long experience in commanding a vessel?—I have been 12 years in command, 26 years at sea.

1296. You hold a master's certificate?—I hold a master's certificate.

1297. Will you tell us what you think about these proposed new rules for sound signals in fog; you are acquainted with them, I presume?—Yes, I have seen them, but I really do not know the numbers of them.

1298. You do not know the details of them?—No.

1299. Have you considered them closely?—Yes, I have.

1300. What do you say about them?—Well, I say they are good on the whole.

1301. In the first place, I will ask you generally about them; do you think that you would find any difficulty, or that any master of a ship would find a difficulty, in mastering the rules so as to be able to apply them?—Not the slightest.

1302. You are not at all apprehensive of that?—No, only there are three that, I think, should be put into one.

1303. That I will ask about in a moment; I will go into the detail; but in the first place, upon the general question, do you think, supposing any captain in a fog did misunderstand one of these sound signals, that it ought to lead to danger?—I do not think it.

1304. Will you state why in your own way?—Because the ships are so close to one another that are communicating with each other; they do not communicate with each other until they get within at least a quarter of a mile. When they are half-a-mile, or a mile away, they are simply ships at a distance; you do not want to know what they are doing until they get close. It is only when two vessels get very close to one another that they would communicate by those signals.

Chairman—continued.

1305. If there was a vessel with 20 or 30 other steamships round her, within the radius of a mile we will say, in a dense fog, and they were all sounding their steam whistles, do you think yourself, in any circumstances, it would be prudent to go forward in such a state of things as that?—Yes.

1306. You might go gently forward?—You might go gently forward; you could distinguish every vessel. There are no two notes of a vessel's whistle alike that ever I heard sounded.

1307. But you would come to know that a ship was near you, at all events, whether you could discriminate the particular signal or not?—Certainly; they could not all be in one single line; they must be at different distances.

1308. Therefore, generally speaking, you are in favour of these signals?—Of some sound signals.

1309. Of some fresh sound signals?—Yes.

1310. And do you think they would be useful for preventing collisions?—I believe they would.

1311. That being so, you have a recommendation to make about three of them being put into one?—Yes.

1312. Will you tell me which those three are; you have got them before you; tell us the "a," "b," "c," or whatever they are?—A vessel at anchor has two long blasts and ringing the bell; a vessel stopped has two long blasts and no ringing the bell; and another vessel that is disabled, or cannot get out of the way, has four short blasts and no ringing the bell. To the man who hears those signals (all the three of them), they

all

Chairman—continued.

all mean the same thing; that is, that he must keep out of the way.

1313. And therefore you would like, if you could, to see those signals all put into one signal?—All under one.

1314. So that the three vessels in the different situations you have described should all sound one signal?—They all mean the same thing to me. The four short blasts, "I cannot get out of the way," has been in use in the Thames for some years down to the Nore.

1315. That is a suggestion for consolidation of three rules into one?—Yes.

1316. Apart from that, do you approve of the rules?—Yes.

1317. You know, of course, that this is a matter for international agreement?—Yes.

1318. Upon that particular point, supposing that we could not get international agreement, do you think it would be better to have those three rules as they are, instead of consolidating them, rather than risk not having them at all?—Certainly.

Admiral *Field.*

1319. You would prefer to have them?—Yes, I would prefer to have them.

Chairman.

1320. You would prefer to have them as they are in that print which is before you?—Yes.

1321. If you could not get the modification you would prefer to have them as they are rather than have no amendment of rules?—Rather than have none.

Mr. *Penrose FitzGerald.*

1322. How many years experience have you had altogether?—Twenty-six.

1323. As master how many?—Twelve years.

1324. And then, as mate?—As mate, five years before that.

1325. Constantly on the bridge in both capacities?—Yes.

1326. I want just to ask you, in your experience do you find that the French, Italian, and Spanish vessels rigidly, as a rule, comply with the rules of the road at sea as now existing. Have you ever come across one in a fog; if so, do you find they are as accurate and exact as English ships in complying with signals?—I could not say that, because we can never distinguish what the ship is.

1327. When the fog lifts you see the colours?—I do not think there is any difference; I never found any; I never came across it.

Admiral *Field.*

1328. Was yours a foreign-going ship?—Coasting at the present time; this last six years.

1329. Generally?—In the Channel now.

1330. Do you carry cargo or passengers?—Passengers and cargo.

1331. I understand that you have no objection, is that so, to the signals, provided you could eliminate "e" and "g"; did you specify what you would eliminate?—"e," "g," "h," and "i," "Stopped and anchored," and "I cannot get out of the way."

Admiral *Field*—continued.

1332. You are in favour of keeping the "b" signal to which some object?—Yes.

1333. You are not opposed to "e" being eliminated; or, are you in favour of retaining it?—The three to the man hearing them would all mean the same thing. It does not matter to him whether they are anchored, stopped, or broken down; it all means the same thing to him—that is, that he has to keep out of the way.

Mr. *Blake.*

1334. So you would have one signal for all these?—One signal for all of them.

Chairman.

1335. It is "b," "e," and "i" you want to combine?—Yes.

Admiral *Field.*

1336. You would put "b" and "e" under "i"?—I would put those with the four short blasts.

1337. Is that all you wish to combine?—Yes; I say those three signals mean to a person hearing them in a fog the same thing; it does not matter to him whether the ship is anchored, broke down, or stopped, or anything else.

1338. What do you say about "f," a vessel towing, are you anxious to keep that?—A vessel towing needs something.

1339. As to "g," "way off my vessel," are you in favour of keeping that?—Yes.

1340. Is not that the same thing as "b" almost, stopped?—No; that means that he is only waiting for you to get past; the two of you have been approaching one another, and he says, "I will let you pass."

1341. Then we must take you back to the blasts, "way off my vessel" in "g," short, long, short; and a vessel towing, one long and two shorts?—One long and two shorts.

1342. Do you think the mariner would be able to distinguish them readily?—Certainly.

1343. May I ask as to the "h" (the telegraph ship), three long blasts; do you care to retain that?—I think that need not be spoken about at all. I have been 26 years at sea and never saw a telegraph ship at work yet; I may be another 26 and may never see or hear one in a fog.

1344. Then you would eliminate that signal?—I do not think it matters much.

1345. If there is confusion, would not it add to the confusion in a mariner's mind by retaining unnecessary signals, in your opinion?—Certainly; I do not see that it is of any use at all.

1346. May I take it that you would eliminate it?—I would put it into the place of "broken down" or "cannot get out of the way."

1347. I must ask you, as a mariner, is it not in your judgment desirable to have as few fog signals as possible?—Yes, as few as possible.

1348. Would not you, with that conviction in your mind, be willing to eliminate this; or do you wish to retain it?—I believe there must be something to distinguish them.

1349. You have just now told us that you never met a telegraph ship?—No, I never have. I might meet one to-morrow, though I have not met one for 26 years.

Mr. *Moorsom.*

1350. You think there would be no difficulty in distinguishing these proposed new regulations with the combination you suggest?—No.

1351. No difficulty to a smart man looking out or listening; would it be a difficulty to a somewhat dull man, if there be such a thing in the merchant service?—I do not think it.

1352. Do you agree that in a fog it is very easy to mistake a sound ahead of you for a sound astern of you?—No. I do not think fog has any more power to deflect sound than sunlight.

1353. You do not agree with that at all?—No.

1354. You never were yourself confused in a fog by the locality of a signal?—Yes; I was.

1355. You have been?—Yes; I have been.

1356. Under what circumstances?—You could not get the bearing of a sound signal in the case of a light ship's horn; you could not be sure within two or three points in a fog or clear if you were about three or four miles off, but if you are within a mile there can never be any mistake within a point, as far as I have seen, certainly never with any vessel I ever saw.

1357. Then whatever other seamen may think you do not think that any ordinarily intelligent seaman will be practically confused as to where the signal is?—I do not think it, unless there is an echo of the land, or something.

Mr. *Blake.*

1358. That is a difficulty sometimes when you are close under the land?—Yes.

1359. There is an echo?—There is an echo.

1360. And there are confusions?—Yes.

1361. But these do not extend to the sea when you are free from the land?—No, I do not think it.

1362. I would like to ask you this: You said that certain signals had been used, and in practice found convenient; will you just describe what kind of signals have been used in your practice in fog?—Not in fogs.

1363. We were speaking of fogs?—I was asked whether I could distinguish one long and two shorts; or a short and two longs.

1364. Apart from a fog, you said other signals are used of this class, short and long; two longs and a short, two shorts and a long?—Yes.

1365. You have not experienced any difficulty in distinguishing them, but you have had no experience of the signals in fog?—Only the one long blast.

1366. So that it is a question simply of whether there will be a greater difficulty in distinguishing in the fog these more complicated signals than when there is no fog?—Yes.

1367. Now, as to the long blast, have you found any difficulty in distinguishing that in the fog, in hearing it; have there been occasions when you thought you heard it, and you found afterwards that you had not heard it?—No, from a certain distance; of course if it is outside of a mile.

1368. Inside of a mile you would hear it?—I do not think it is possible always to hear every horn, even inside of a mile.

Chairman.

1369. Are you speaking of a fog-horn now?—No, the ships' horns; the steam whistles.

Mr. *Blake.*

1370. When you get inside of a mile your experience is that you can hear, and, apart from questions of the deflection of the sound by the land, you can locate it pretty accurately within a point or so?—Within a point or so.

Mr. *Cayzer.*

1371. I would like to ask you to read these regulations for a signal. I understand you wish to combine "e" and "i" with "b";—Yes, "b," "e," and "i."

1372. And you approve of leaving the towing signal?—Yes, the towing signal.

1373. I may take it, then, that with that combination you would leave these sound signals: "a," "b," "g," "f"; you would do away with all the rest?—Yes.

1374. That is to say, you think it would be quite sufficient with "a," "b," and "g," or "a," "b," and "f"?—No, "a" and "i."

Chairman.

1375. I understood you to say that you wished "b" and "e" and "i," those three?—"B" and "e" made into or combined with "i."

1376. That is what I said; "b," "e," and "i" made into one?—Yes, under "i."

1377. It does not much matter which?—No, only the "i" signal is in use in the Thames, and has been for years, meaning the very same thing.

Mr. *Blake.*

1378. Your reason for choosing "i" is because that particular signal has been used in your waters?—No, it is useful; all the pilots use it, and have found it very useful. "A" is simply a signal that is in use now.

Mr. *Cayzer.*

1379. Have you any difficulty on account of the steam whistles not being uniform in size; some are weak, and the blasts are not distinct in consequence?—Yes, you can never distinguish whether it is a big ship or a little ship simply by the sound of her steam whistle.

1380. Then, would you recommend that attention should be paid to the uniformity of steam whistles?—It would be better, so that you could know the distance you were off by the sound.

1381. There would be no difficulty if the Board of Trade would undertake it in having whistles of one uniform size and sound?—No, I do not think it.

Mr. *Stephen Williamson.*

1382. I think you gave evidence to the effect that you are strongly in favour of having a distinguishing sound for a tug, a vessel towing another?—Very.

1383. I fancy your reason for that is that if the ordinary signal of a tug and that of another steam vessel not towing is the same you might naturally try to get round astern of the tug; and if you did not know that she had possibly a large ship in tow with 150 fathoms of cable in between, you might escape the tug but you would run down the ship possibly?—It is not six weeks ago, sir, since I nearly ran down a ship through that very same thing; I did not hear the ship's horn going.

Mr. *Stephen Williamson*—continued.

1384. I am very glad you corroborate the testimony already given in favour of a distinguishing signal for a vessel towing?—Yes, I do.

Sir *George Baden-Powell.*

1385. As to the possibility of always detecting the exact bearing from which a sound comes, you think that is possible provided the vessels are pretty close?—Provided they are pretty close it is possible.

1386. Did you ever have in your experience a mistake made between similar sounds from two different steamers?—No.

1387. Have you ever heard of a case?—No; I never did.

1388. You think you can always distinguish by the sound of the horn; I mean, if you hear a sound say on the starboard bow, and you hear a similar blast on the port bow a little time afterwards, you can always distinguish between the two steamers?—Well, the officers on the bridge will always say, "That is the one on the starboard side blowing;" no matter how they blow you can always distinguish them I think. I do not think there are two notes alike; it is very seldom they can be exactly the same distance.

1389. The two steamers?—The two steamers that are signalling to you.

1390. You do not think that would cause any confusion?—I do not think it.

1391. The ships of different lines have private signals; do you ever use those in fog?—No, never.

1392. Would it be necessary to state in the regulations that private signals must not be used in fog?—I do not think anyone would ever use them; we simply use them for pilots or to call attention at harbours on a clear night.

1393. For instance, when you approach a signal station outside one of your ports, do not you use it?—No, it is not a company's signal at all; it is simply an agreement between captains.

1394. You do not think these private signals are ever used in fog?—No.

1395. Not when you think you must be passing near one of your own steamers?—No.

1396. Did you ever hear of any line that did use them in fog?—I never did.

1397. Do not you think it necessary to have that provided for in the regulations?—I do not think it.

1398. As to these rules, you think, as far as I understand, that for vessels not at anchor, but which have no steerage-way on them, you would have one uniform signal?—Yes.

1399. No matter what the cause of not having steerage-way is?—Yes.

1400. In addition to that, do you think that vessels at anchor ought to have a special signal?—No, only the bell.

1401. Do you think the bell would be sufficient for a vessel at anchor, whether a sailing vessel or a steamer?—I think so.

1402. Provided she is at anchor?—Yes, if she is not anchored in a fair-way; of course then you might call attention.

1403. You think that a vessel at anchor ought to ring a bell; and if she is at anchor in a fair-way would you have a separate signal for that?—She should blow a whistle if a vessel was coming near her.

Sir *George Baden-Powell*—continued.

1404. But if she is at anchor ought she to make a separate signal because she is in the fair-way?—I should say it needs something. If you are at anchor in a fair-way, and you know you are right in the path of steamers passing up and down, you want something to call the attention of a steamer that is coming too fast. I have often done it by the whistle blowing three or four blasts.

1405. And that three or four blasts you would use to signal, "Out of control and having no steerage-way on you"?—Yes.

1406. Though you happened to be at anchor?—I think that would be very good. To that man it means only the same thing: "Keep out of my road."

1407. One has in one's mind especially the estuaries of rivers?—The Gull stream.

1408. The Gull stream, for instance; there is very often a strong tide?—Yes.

1409. What I want to get at is whether you think it is necessary to have a separate signal for vessels at anchor, especially in a tide-way, and a separate signal for a vessel which has not steerage way on her, and which is drifting with the tide?—I do not think it.

1410. You do not think there need be a difference?—I do not think it.

1411. You think one signal to say that a vessel has not steerage way is enough?—Is not under control; it does not matter whether she is anchored or not.

1412. You think one signal should suffice?—I think so, because if the vessel is not under control and has anchorage ground under foot in a fog, she is sure to drop her anchor; and if there is no anchorage ground there, a man coming up will know that there is no anchorage ground, and that she could not drop her anchor.

1413. You think one signal would suffice for all these causes so long as the vessel was not under control?—Yes, I am sure it would.

Chairman.

1414. I want to get your opinion upon this clear: when a vessel is at anchor in regular anchorage ground, a proper anchorage ground, you would be content, as I understand, that she should ring her bell?—Ring her bell.

1415. Without any sounding of the steam whistle?—Yes.

1416. But where she is at anchor in a fair-way, then you think some more sound is necessary?—Yes; because vessels are likely to be passing rapidly up and down.

1417. Which they would not be in ordinary anchorage ground?—Yes.

Admiral *Field.*

1418. I want to press you a little; I quite understand your view about combining "e," "i" and "b," but you are of opinion that these three should be combined under "i" rather than under "b"?—Rather than under "b."

1419. In other words, you prefer four short blasts to two long blasts, your reason being

Admiral *Field*—continued.

because you are in the habit of using four short blasts for pilots?—No; four blasts will stay longer in your ear than two; it is like striking a bell; you could strike eight bells and count them after it was finished.

1420. I understand you say you commonly use it now, the four blasts?—No, I said it is used in the Thames by all the pilots.

1421. Then, if it is constantly used by the pilots and others, is not that a reason for not using this to combine under?—No, it means the same thing to them; it is for barges to get out of the way. It means: "I cannot get out of your way"; and the barge goes about and gets out of his way; he cannot port or he cannot starboard.

1422. I am only pressing you upon the point because other seamen, I may tell you, prefer "b,"

Admiral *Field*—continued.

the two long blasts. You start with one long blast for an ordinary fog signal, and two long blasts would imply stopped; the two long blasts would therefore carry "e" and "i," but you still hang on to four short blasts in preference to the two long blasts. That is very important?—Yes, I think four short blasts you can make quicker than two long blasts. You could indicate quicker your position: when a man heard two blasts he would know what you were doing.

1423. You maintain that view in opposition to the views of other brother seamen?—Yes.

Mr. *Blake.*

1424. As I understand, that is a signal for use in waters in which you are at present plying?—From London Bridge to the Nore.

Mr. WILLIAM SMITH, called in; and Examined.

Chairman.

1425. YOU are, I think, the Deputy Minister of Marine for the Canadian Government?—Marine and Fisheries of Canada.

1426. And I believe you are over in this country upon certain other business connected with the Government?—Yes, I am a member of the Board of Trade Committee for the Manning of British Ships.

1427. As I understand, you received a communication from the shipowners at St. John, New Brunswick, protesting against these changes in the sound signals?—I received a communication from the Government which they had received from the shipowners. They did not write me direct.

1428. I beg your pardon, you are quite right. The shipowners of St. John, New Brunswick, communicated with the Dominion Government?—Yes.

1429. And the Dominion Government sent that communication on to you?—Yes.

1430. And the shipowners of St. John, in their communication, protested against the changes proposed to be made in regard to sound signals?—Yes.

1431. Have you got that communication with you?—Yes.

1432. You had better put it in and I will read it. (*The document is handed in*). This is the communication from the shipowners of St. John. I had better read it to the Committee, it is quite short. "To the Honourable J. Costigan, Minister of Marine and Fisheries, Ottawa." It is dated "St. John, N.B., 28th February 1895." "Sir,—We understand that new regulations have been prepared by the Imperial Board of Trade to alter the existing rule of the road at sea, and to introduce a new and complicated code of sound fog signals, and that if these are enforced they will apply also to the Canadian coasts and lakes. From what we can learn we regard with strong disfavour the proposed radical changes, and certainly think they should not become operative without further consideration, and our having an opportunity to discuss same. As Mr. Smith, the Deputy Minister, is now in

Chairman—continued.

London, we ask you to cable the remonstrances of the Canadian shipowners on the subject to the Colonial Secretary, the Marquis of Ripon, and also to authorise Mr. Smith to protest on our behalf. We beg to remain, your obedient servants." And then there are the signatures of 16 gentlemen?—Those are firms who represent, I may say, all the shipowners of the country. They own large vessels which come to Liverpool.

1433. If you please I will just read the names: "Jos. A. Likely, A. W. Adams, J. B. & H. B. Robinson, Merritt Bros. & Co., Andre Cushing and Co., J. A. Gregory, Carrier & Edwards, Jno. Russel, junr., Wm. Thomson & Co., Samuel Kennedy, Oliver Emery & Co., F. Tufts & Co., D. J. Seely & Son, Charles McLaughlin & Son, Troop & Son, R. C. Elkin." Am I to understand that you say that those are all the shipowners at St. John?—These are the principal shipowners, but they did it in a great hurry; they just got that signed and sent off.

1434. What we have got is here before us, and I am asking whether these gentlemen are the principal shipowners at St. John?—Yes.

1435. They are not all of them, but they are the principal?—They are the principal.

1436. And they all belong to St. John?—I may say that St. John is the centre of the foreign going shipping of Canada.

1437. Upon receiving that communication from your Government, you made a communication to your Government yourself, I see, stating that you considered it advisable that you should be authorised to give evidence before a Committee to be appointed by the House of Commons to inquire into this question; did you make that communication to your Government?—I made that communication when I found that I could not be allowed to speak at the shipowners' meeting.

1438. I am not in the least questioning it; I only want to get the stages to appreciate the position in which you come here. I do not wish to ask you for it if you think it unadvisable to produce it, but if you think it advisable you might give us the communication that you sent

to

Chairman—continued.

to your Government?—I have not it with me; it was just a telegram.

1439. It was a telegram?—Yes.

1440. But it was to that effect, that you considered it advisable you should be authorised to give evidence before the Committee?—Certainly.

1441. You obtained, I think, after that, an order in Council from the Canadian Privy Council?—Yes.

1442. The Privy Council of the Dominion?—Yes, some time after.

1443. Now I think I have got that here; shall I read it out?—If you please.

1444. This is the document: "Extract;" the rest of it was unimportant for this purpose, I suppose?—Just so.

1445. "Extract from a Report of the Committee of the Honourable the Privy Council approved by his Excellency on the 26th April 1895. On a Report dated 2nd April 1895, from the Minister of Marine and Fisheries, stating that he has had under consideration a communication from shipowners at St. John, N.B. [copy herewith] protesting against changes proposed to be made by the Imperial Board of Trade in the existing rules of the road at sea, and requesting that Mr. William Smith, Deputy-Minister of Marine and Fisheries who is now in London, be instructed to protest on their behalf against the adoption of the proposed regulations, the Minister observes that on the receipt of a communication from Mr. Smith, stating that he considered it advisable that he should be authorised to give evidence before a Committee to be appointed by the House of Commons to inquire into the complaint, he (the Minister) authorised him by cable on the 6th March ultimo to give evidence accordingly. The Minister now recommends that Mr. Smith be authorised to act on behalf of the Government of Canada, and to appear before any committee which may be appointed by Her Majesty's Government to give evidence against the adoption of the proposed alteration in the rules of the road at sea. The committee advise that your Excellency be moved to forward a certified copy of this Minute, if approved, to the Right Honourable the Principal Secretary of State for the Colonies. All which is respectfully submitted for your Excellency's approval." As I understand, your position is this: the evidence you desire to give, is to express the protest of these shipowners of New Brunswick?—Yes.

1446. The Canadian Government, as we know, has approved of these rules, as a Government?—Yes. If you will allow me, I may explain that.

1447. I want to get your position first, if you please?—Yes.

1448. The Canadian Government has approved of these rules?—Yes.

1449. And I am not aware that they have taken any steps to depart from that position?—No, except the Order in Council which you have just read.

1450. But you desire to give evidence on behalf of the shipowners of New Brunswick?—Yes.

1451. Now, you want to say something about the Canadian Government?—When these proposed rules were sent out to the different colonies (nearly three years ago I think) they came to Canada, and we did not know that the shipowners of England were taking such a determined stand against the fog signals. We supposed they had consulted the shipping interest.

The Committee-room was cleared, and the Committee conferred. After a short time the public were again admitted.

1452. Mr. Smith, the Committee desire that I should read to you the "certified copy of a report of a committee of the honourable the Privy Council, approved by his Excellency the Governor-General in Council, on the 24th of January 1893." You are probably familiar with it, but I will read it to you: "The committee of the Privy Council have had under consideration a circular despatch hereto attached, dated 29th November 1892, from the Marquis of Ripon, transmitting copy of a letter from the Board of Trade, together with copies of a Parliamentary Paper, containing three further reports of the committee appointed to consider the alterations in the Regulations for Preventing Collisions at Sea, recommended by the Washington Conference. The Minister of Marine and Fisheries, to whom the despatch was referred, observes that it appears by the letter of the Board of Trade that the committee referred to have made three further reports on the Regulations for Preventing Collisions at Sea, and that the Admiralty and the Board of Trade have adopted these reports, and an Order in Council has been issued in regard to the lights of British steam pilot vessels, and that if no objections are raised which may alter the views of Her Majesty's Government on the subject of the other two reports, steps will be taken for the issue of an Order in Council giving effect to the recommendation of the committee. The Minister further observes that the Nautical Adviser of the Department of Marine and Fisheries has given careful consideration to the reports in question, and he sees no objection to the slight alterations which have been made in Articles 7, 9, 20, and 30 of the regulations as follows:—Article 7: Rowing boats, whether under oars or sail, shall have ready a lanthorn showing a white light, which shall be temporarily exhibited in sufficient time to prevent collision. Article 9. Fishing vessels and fishing boats, when under way, and when not required by this article to carry or show the lights prescribed for vessels of their tonnage under way, (*a*) open boats, by which is to be understood boats which have no covered sleeping accommodation for the crew, shall be required to show one all-round white light when engaged in any fishing by night; (*b*) Vessels and boats when fishing with drift nets shall exhibit two white lights from any part of the vessel where they can best be seen. Such lights shall be placed so that the vertical distance between them shall be not less than 6 feet, and not more than 15 feet, and so that the horizontal distance between them, measured in a line with the keel, shall be not less than 5 feet and not more than 10 feet. The lower of these two lights shall be towards that end of the vessel to which the nets are attached, and both of

Mr. *Mowbray*—continued.

1306. Do you think that these 43 cases out of the 900 are at the outside the greatest number that could be relieved out of the "Soldiers' Effects" Fund?—Yes; a considerable proportion of the 43 cases have been already relieved by the Patriotic Fund Commissioners. The applicants have gone to the Patriotic Fund Commissioners when they found they could not get relief from us, and have been relieved by the Patriotic Fund Commissioners.

Mr. *Mowbray*—continued.

1307. I suppose you expect to hear from the Patriotic Fund Commissioners as to these 43 cases in detail?—Yes; we have sent those cases as test cases, and we are awaiting the result.

1308. No doubt the result will be laid before this Committee?—Certainly, if the Committee wish for it.

Friday, 14*th June* 1895.

MEMBERS PRESENT:

Mr. Egerton Allen.
Mr. Thomas Bayley.
Commander Bethell.
Mr. Brodrick.
Mr. Cochrane.
Mr. Seale-Hayne.
Mr. Kearley.
Mr. Luttrell.
Mr. Mowbray.
Colonel Wyndham Murray.
Captain Norton.
Lord Edmund Talbot.
Mr. Woodall.

MR. WILLIAM WOODALL, IN THE CHAIR.

Colonel J. S. YOUNG, re-called; and further Examined.

Mr. *Brodrick*.

1309. YOU have kindly handed to the Committee the Thirty-third Report, the last Report of the Royal Commissioners. Now, there are at present, I believe, 32 Royal Commissioners, are there not?—Thirty-one, I think.

1310. This Report is signed on the 9th of April by 29 of them; was that Report signed at a meeting of the Commissioners?—By those that were present at a meeting of the Commissioners, but it was circulated to each individual Member for his perusal before he signed it.

1311. How many Commissioners were present at the discussion of the Report?—I am not able to say without referring to the Minute Book, but, speaking from memory, it was 20, I think.

1312. As many as that?—Quite as many as that, I should think; 19 or 20.

1313. Would that be the ordinary attendance?—In accordance with the wish of the Committee at the last meeting, I have prepared returns of the attendances for the last five years of the Commissioners, the Executive Committee, and such Sub-Committees as there are records of attendances.

1314. Could you state generally the effect of those returns?—Well, generally speaking, I think I am within the mark in saying that since I have been secretary (which is, of course, all I could speak of from personal recollection) from 12 to 20 have attended the meetings. Here, for instance, is the return of His Royal Highness's attendances; they are complete; that is, 12 attendances during the last five years; he never missed an attendance. Lord Nelson only missed one, that was 11 out of a possible 12; Lord Chelmsford's attendances are complete; Lord Welby's 10 out of a possible 12; Sir George Hayter-Chubb's 10 out of a possible 11. The attendances of the Accountant General of the Navy are nine out of a possible 12; the Accountant General of the Army complete, 12 attendances; and the others varied from seven down to one out of a possible 12.

1315. That I suppose we may consider as a high ratio of the attendance considering the very busy character of most of your Commissioners?—I should say it was a very good attendance indeed.

Mr. *Brodrick*—continued.

1316. At all events, what you would convey to the Committee is that there is a considerable interest felt by the individual Commissioners in the whole of the business of the Commission?—Not only is there a considerable interest, but a continuous and active interest on the part of the Commissioners in the administration of the funds.

1317. And it would be erroneous to suppose that the business is mainly transacted by two or three Commissioners; on the contrary, the fact is that a large majority of the Commissioners are present?—It would be absolutely erroneous to draw any such conclusion as that it is done merely by a minority, as the attendances that I have just given show.

1318. Now, taking the general result of your administration of the funds would it be right to consider a fund like the "Captain" Fund, what you may call a temporary fund; it is a fund, is it not, which cannot have any fresh claims on it now?—Exactly so. In answer to the honourable Member for Devonport, I divided the funds into two classes, those which were liable to have fresh annuitants placed upon them in accordance with the conditions, in which category were the Patriotic Fund, the Soldiers' Effects Fund, the Royal Naval Relief Fund, and the Rodriguez Fund; and in the other category were those cases such as the "Captain" Fund, the "Eurydice" Fund, and the "Atalanta" Fund, which were subscribed in the cases of vessels that had gone down, and where consequently no fresh recipients, but those who were dependent upon persons lost in those vessels, could have any claim upon the fund.

1319. Now, I have made a computation here of what are merely terminable funds, that is to say, I suppose I may include in these the "Captain" Fund, the "Eurydice" Fund, the Zulu War Fund, the "Atalanta" Fund, the Ashantee War Fund, the Balaclava Fund, and the "Victoria"

Admiral *Field*—continued.

it is stated that they make demands upon the memory which could not be responded to by the majority of seamen. I believe the principal shipowners are entirely opposed to them. I state that because I was present when some representatives from German shipowners who were at that meeting stated that that was the opinion of the Government, but that it was not the opinion of the shipowners; that is to say, when they gave their approval. I understand the French Government also raised strong objections to Article 15, but afterwards dropped them for the sake of harmony and securing an international agreement. I put these points in to show that they were not all acceptable at first; they agreed to them afterwards. I notice by the printed papers that in the composition of the delegates and committees who had to do with framing these sound signals, the practical navigators of the Merchant Service were not sufficiently represented. In the body of delegates who went to Washington, there were seven altogether, two only of whom represented the Mercantile Marine. The next committee which was appointed to consider the Report of the Conference, consisted of 10 persons, but I cannot see that there was any one to represent the Mercantile Marine of the day, who was actually engaged in commanding merchant vessels, and was fresh from the sea with mercantile marine experience. The Road Committee was again called together in 1893, and was composed of similar members of the former committee, with the exception that Sir Courtenay Boyle took the place of Sir Henry Calcraft, Captain Angove, Marine Superintendent of the Peninsular and Oriental Company, took the place of Sir T. Sutherland (who is called in Parliamentary Paper [C. 6293], page 6, Thomas Sunderland); it is called "Sutherland" in one Paper, and "Sunderland" in another; but no doubt it is the same gentleman, and Captain Holland, of the Royal Navy, took the place of Admiral Bowdon Smith. I think this committee was deficient in representation of mercantile marine practical navigators, as there does not appear to be any on it on active service, except officials, and I attribute a great deal of the present dissatisfaction on the part of navigators to this fact, that the committees were not men who had recent active experience of the working of merchant ships, and the difficulties they have to contend with on certain occasions. The proposed rules might be very suitable for a ship of war, with plenty of highly-trained officers on the watch, but, I think, for a trading sailing vessel, on the coasts of Canada, with a small crew, and the vessel not being easily kept under command, in a thick fog, and in the neighbourhood of icebergs, they are not by any means suitable, and I fear very much for the results if these rules are put in operation. I may also add that when my son was a lieutenant in the Royal Navy he was anxious to get out of it because he thought the pay was so small, and I asked my friend, the late Sir Hugh Allan with whom I was stopping at the time if he could give him a berth on one of his ocean steamers, and he said, 'no, he would not approve of any officer of the Royal Navy being brought into his line of steamers, unless he went in at the bottom and worked up to the top, as the services were entirely different, and an officer of the Navy was not suitable for a merchant vessel.

Admiral *Field*—continued.

1463. Hear, hear! "and *vice versa*" I hope you added?—I need not put that in because they cannot get in, and they cannot even get back when once they leave it. I have lived many years of my life among our navigators when I was Controller in New Brunswick, before I went to Ottawa to take charge of the Department of Marine and Fisheries in 1867, and I understand them thoroughly, and I have no hesitation in saying that these nine fog sound signals are not suitable for them (although they are fine hardy sailors), but may be the means of placing them in more danger than they are in now with the three signals which they understand. The shipping of Canada is now on account of several reasons reduced to 896,624 tons. In 1877 we had 1,310,468 tons register, but recently our shipping has declined on account of wooden shipping being found not so suitable for ocean traffic as steel vessels. At our inland ports, not including Montreal and Quebec, we have registered 830 vessels, 99,092 tons register, and a large number of these are steamers. It may be mentioned that one of our principal owners of foreign-going shipping (I am just asking to be permitted to read this although it does not bear exactly on the question, but it shows how our shipping has been gradually reduced) at St. John, New Brunswick, recently wrote to the Department of Marine as follows, which will explain to some extent why our shipping is diminishing; that he was doing his utmost to keep his vessels away from British territory, as it is shown beyond question how British legislation is being made in the interest of foreigners, who can go there (that is can go to England), load as deep as they like, carry what crews suit them, buy what provisions they choose, and no one can interfere, while the poor British craft is subject to their recent unreasonable laws in connection with shipping; and he concludes by stating that he holds tonnage under four different flags (this is why our tonnage is diminishing rapidly), and he is learning slowly but surely that the British flag is the least desirable of the lot. Another shipowner wrote that the load line put upon the "Orontes," one of his ships, cut down her carrying capacity so much that he had no alternative but to sell her to the Norwegians, under which flag she can carry a full cargo. It might be asked why shipowners of Great Britain did not make up their minds definitely as to Article 15 before foreign Governments were asked to agree to concessions for the sake of international agreement. I think the papers show that the Board of Trade and their Committees have all along been fully informed of the unpopularity of the sound signals among the shipowners, but they appear to have been too anxious to secure this international agreement, and have pressed the proposed new rules in Article 15. I think rather than adopt these rules it would in the meantime be better to delay pressing the agreement, but I do not think the foreign Powers will make any objection to the agreement without these rules, but will follow the lead of England, for their own navigators will

Admiral *Field*—continued.

will probably be just as glad to escape from these new rules as English or Canadian navigators will be, and I believe if they are asked to drop these rules on account of the dissatisfaction they have created in Great Britain, they will promptly agree to it. Even the British Committee, on the 22nd June 1892, page 9, reported, "we retain "the opinion that the multiplication of "sound signals in Article 15 may possibly "result in confusion." In cases of collision in a fog it is probable lawsuits will arise and if taken to court, no doubt the defaulting party will have to pay damages perhaps owing to the master having given a wrong signal. It has been considered by some people as a reflection on the capacity of our navigators to suppose that they could not understand these signals and keep them in their minds when an emergency occurs; but I consider it is no reflection whatever. We have heard able shipmasters give their evidence against them and say they are too numerous and complicated for the memory to retain them, and that they are as a rule quite unreliable in a fog, and may be heard or may not; but no reliance can be placed on them. Much depends on the wind. The most experienced and attentive officer will be at a loss to judge his exact position, and the same sounds heard on board the same vessel will often be thought to be coming from different quarters by different hearers in narrow waters, where a number of vessels are sounding on all sides; confusion would become increased and chance of collision augmented instead of diminished. Steam whistles, when unused for a few hours, often get filled with condensed steam and sometimes produce indistinct sounds, and might be mistaken for a first long blast, and if a sound be made after, it might cause confusion in the mind of the hearer as to whether the orders of Sub-section (a) or (b) were being endeavoured to be complied with. The President of the Board of Trade in his speech to the deputations of shipowners said he had no doubt it would have been better if fewer of these new rules had been introduced, and to those who are not very keen of apprehension they may produce some little confusion of mind and should have been fewer. (That is the opinion of the President of the Board of Trade). He also laid great weight on the fact that they had consulted the Admiralty, which ought to have a reassuring effect on their minds, but some of the shipowners told him that it had none, and that the Admiralty knew nothing about the Merchant Service, and that although the foreign Governments agreed to the new rules, it was only the officials that agreed to them; and they asked if there was any evidence that the shipowners or the people who were going to use them had been consulted. I think if the Board of Trade were to ask the foreign Governments if they would agree to the old rules, as there is so much opposition to Article 15 on the part of shipowners and navigators, they would be glad to do it, as they would probably be quite willing to follow the lead of England, but having already agreed to them, it is not probable they would ask to change their former decision. I understand much dissatisfac-

Admiral *Field*—continued.

tion exists among some of the shipowners in Germany, Netherlands, and United States as to the new rules, although the Governments of these countries approved of them. In that paper I have given you I say how there was a perfect storm when they came out in the United States by shipowners complaining against them, and objecting very strongly indeed. It was the Conference, of course, that produced them; but the real men that sail the ships were very much disgusted with them when they became public. That is stated in my paper which is before you. "As already stated, one great cause of the dissatisfaction which exists in the minds of practical navigators is the entire unreliability of the sound signals in fog. An excellent article on this subject in the 'Marine Record' of the 23rd May last, published in Cleveland, Ohio, appeared recently, in which it is stated that mariners differ so widely in capacity, that rules which would be very useful to one, might be misleading to another. No definite instructions can be prepared that will insure against accidents. Even the best of seamen are often harassed by cares and duties that divert their attention for the moment, and in case of disaster the most conflicting accounts have been given of the aberrations of the audibility of fog signals. The United States Government recently issued a notice to mariners for the Great Lakes, and expressed a hope to the British Government that the Government of Canada would adopt like regulations to regulate navigation on the Great Lakes. These are quite different to the rules at present in force, or what they propose to put in force. I have got them here. The fog signals adopted in these inland rules are not identical with the international rules adopted by all the great maritime nations of the world, and which are still in use by Canada, both in the inland waters and in ocean traffic, and they are not identical with the rules which the United States agreed to at the Washington Conference. So that actually there are two rules in operation on the lakes; the old rules which we observe, and the new rules which they have just published without consulting Canada. The Minister of Marine and Fisheries of Canada made a Report to Council on the 15th May last to the effect——" I may mention that this part of my memorandum is confidential because I have only got the Ministers' Report to Council. There has not been time yet to receive an Order (if any), and therefore it must be considered confidential because it is a Report to a Government without the Government having made an order upon it.

Chairman.

1464. If that is so, you see your confidential communication is being made in the presence of five-and-twenty people, so that it will not remain confidential if you read it. We cannot receive it confidentially in the Committee.

Mr. *Blake.*

1465. We cannot receive anything confidential; our business is to report to the House of Commons what we hear; therefore do not give us any confidences?—I may say generally it was a Report possessing——

1466. You

Chairman.

1466. You are now approaching a subject which you state is confidential?—I will take that back.

1467. If you please; do not communicate to us anything in confidence, because we are not authorised to receive confidences?—No; but I expect to get the order from the Colonial Office to-day, and I will bring it if I get it, to show that it is approved.

1468. We cannot accept even the most interesting confidences?—No. I say, "Some confusion may possibly arise on account of different sailing rules" (that is not confidential), "and fog signals being used on each side of the lakes; but Canada was not consulted as to the adoption of these rules before they were adopted by the United States." That is not confidential. "As the application of these inland rules do not apply to ocean traffic, it will not affect the general question of objecting to the increase of sound fog signals which is now being considered by this Committee. I notice that Sub-section (b) of of Article 15, which states that a steam vessel under way, but stopped, and having no way upon her, shall sound at intervals of not more than two minutes, two prolonged blasts, with an interval of about one second between them. This is one of the new rules, and does not appear to be very important, but if it is to be adopted I think the language might be improved, as it does not appear to me to be very clear, as the vessel cannot be under way if she has been completely stopped." A navigator would not understand that she is completely stopped. It says, "a vessel under way;" then it is "stopped." That should be cleared up a little if it is to remain one of the rules. "If these new rules are to be adopted, as numerous as they are, it will, I think, be a great strain on the candidates who comes up for examination, and may be the means of many of them in Canada being rejected on account of their not being able to remember them, and if they are rejected it is probable they will leave the country and we may lose them. It is generally conceded that all sound fog signals are quite unreliable; and some years ago we had a notable instance of this in the Bay of Fundy, when the United States passenger-steamer, 'State of Maine,' running between Boston, Portland, Eastport, and St. John, was coming up the bay in the middle of the day during a dense fog in charge of the captain and two experienced pilots she ran on the rocks right in front of the lighthouse, and the fog whistle was going at the time. The officers of the ship heard the steam whistle indistinctly, although quite close to it, but could not locate where it was. No lives were lost, as the sea was calm at the time, but if rough weather had set in the loss of life would probably have been very great, as there were 174 persons on board, who all got off. In 1890 the Marine Department of Canada sent two of its best officers to report on the lighthouses and fog alarms in the River and Gulf of St. Lawrence and the Straits of Belleisle, and in their report they mention, *inter alia*, that the best

Chairman—continued.

sound signals in the world will give very different results under varying conditions of the atmosphere. We have heard comparatively weak signals at long distances, while more powerful ones were inaudible at much shorter range. In the official list of lights and fog alarms for the Dominion of Canada, issued by the Marine Department" (I have a list of them here), of which we have 1,192 (including fog alarms and lights) in the Dominion, "a notice is published warning mariners that they must not judge their distance from a fog signal by the power of the sound. Under certain conditions of the atmosphere the sound may be lost at a very short distance from the station, and these conditions may vary at the same station within very short intervals of time. In conclusion, and reviewing the correspondence on record, I cannot find out who wants these complicated fog signals. Certainly it is not the shipowners and practical navigators of Great Britain and Canada that want them. There is ample evidence that there is a strong feeling against them on the part of the men who have to use them. The President of the Board of Trade said in his speech to the shipping interests that the Board of Trade exists for promoting the interests of the mercantile marine, and could not wish intentionally to injure it. The Board of Trade, he said, have no other object, and they are there for no other purpose except the promotion of those interests, so far as they can harmonise them with one another; that is, the mercantile marine and shipowners who conduct the trade, the passengers, merchants, and the seafaring community. The President can have no difficulty now in ascertaining what the views of the great body of the shipowners and navigators of Great Britain and Canada are, with reference to these proposed obnoxious rules; and, as he says, the Board of Trade exists, and are there for the purpose of promoting the interests of the mercantile marine of the country (along with many other interests), I cannot see why there can be any further controversy in the matter, as I feel quite sure the other members of the Board of Trade will not oppose the President in the excellent views he already enunciated with reference to assisting the mercantile marine of this country, and I hope he will grant the request of the men who conduct it. In compliance with my instructions therefore, and on behalf of the shipowners of St. John and navigators of Canada, I have much pleasure in protesting in the strongest manner possible against the adoption of the proposed rules relating to sound fog-signals as contained in Article 15, which I hope will never come into force as they stand at present, as I consider it would be a great misfortune, almost a calamity, if these complicated rules were inflicted on the navigators of Canada."

1469. That paper, as I understand, that you have read contains the substance of the evidence you desire to give upon the subject?—Yes, with that letter that I have handed in; that letter contained what I knew at that time.

Captain ROBERT WATSON, called in; and Examined.

Chairman.

1470. YOU are the master of a vessel belonging to Messrs. Wilson and Company, of Hull, I believe?—Yes.

1471. And you have been a master of steam vessels for how many years; 25 years?—Twenty-five years.

1472. And have had a large experience, of course?—Yes.

1473. What waters have you principally navigated in?—I have been principally employed in the Baltic and North Sea trade, Hull, Scandinavia, Sweden, and the German ports.

1474. I believe you have a Trinity House licence to pilot vessels in the Humber and on the east coast of England from Hull to Hamburg and from Hull to Riga, in the Baltic?—Yes.

1475. You are also, I believe, licensed as a pilot by the Swedish authorities for the coast and approaches to Gothenburg?—Yes.

1476. I need not enlarge upon it; you are evidently a seaman of great experience; now, will you tell us what you think, if you please, about these sound signals?—With respect to the proposed additional sound signals to be used during foggy or misty weather, I am strongly of opinion that they will be both misleading and dangerous, especially in such crowded waters as the coast of England, the North Sea, and entrance to the Baltic, owing to the well-known uncertainty as to the direction and distance sounds travel in foggy weather, in addition to which must be taken into consideration the confusion and noise caused by escaping steam when steamers ease or stop their engines at perhaps a critical moment, making it next to impossible to distinguish between long and short sounds on the whistle for some considerable time, and this goes on continually in crowded waters, where I have counted as many as 46 steam trawlers within a radius of 10 miles, who would in a fog be signalling one against the other, and blowing off steam, so that it would be next to impossible to distinguish the various long and short signals proposed. On the other hand, to the careless navigator, the introduction of such a system of sound signals would encourage the careless commander to navigate his vessel by sound signals at a higher rate of speed, and make navigation in thick weather still more dangerous than it is at present. The fog syren has been so generally adopted by lighthouse authorities in most maritime countries for use on board light-vessels and at lighthouses, that I am strongly of opinion the syren should not be legalised on board steamers, but reserved as a distinctive signal for light-vessels and lighthouses. Several very narrow escapes from collision have come under my notice, where a steamer with a syren in use instead of a steam whistle, in the proximity of a light-vessel also using a syren, has been mistaken for the light-vessel, which is a stationary object, whilst the steamer was moving smartly through the water towards me at considerable risk. From personal experience extending over many years, in crowded waters where fogs are unusually prevalent, I am of opinion that fog whistles of a dull pitch are far better and more

Chairman—continued.

effective for steamers generally than the shrill whistle or syren which is so liable to lead the most careful commander into danger. As to Article 28: the wording of this article is so little understood by the generality of seamen that it has almost fallen into disuse; I may say that I have not heard it made use of more than half-a-dozen times during many years past. It is an unnecessary signal, for when a vessel is in sight, by watching the position of her masts, the movement of her helm can be understood immediately at a glance. To make this article compulsory would cause much anxiety to the passengers and crew, owing to the continual blowing of the steam whistle or syren every time it was necessary to alter the helm to pass another vessel.

1477. I want to ask you a question about Article 28. Article 28 is for signals not in fog, but in fair weather, is it not?—That is in fair weather. At present they are optional, and it is proposed to make them compulsory.

1478. Then about the syrens; you think syrens ought to be used merely on light-ships or light-vessels?—Light-vessels. This new Clause 15 legalises the use of the syren; it has not hitherto been legalised.

1479. Article 15: "All signals prescribed by this article for vessels under way shall be given: 1. By 'steam vessels' on the whistle or syren. 2. By sailing vessels and vessels towed, on the foghorn. You think it would be better to confine the steamships to the whistle?—I think it would be far better to confine the syren to light-vessels.

1480. And lighthouses?—I do not see any necessity for it, and from my experience running over a great many years in waters where fogs are very prevalent, I find the double-toned fog whistle can be heard as far as the syren.

1481. Upon the rules themselves, you think they will encourage careless navigators to navigate their ships at a higher speed than they ought to in a fog?—Yes.

1482. They ought not to do so; a proper, sensible man ought not to do it?—No, but I feel within myself that in a short time these will be looked upon as rules to steer by. Of course many captains are very ambitious to make quick passages, and it will be an inducement to them perhaps to go rather faster than they should do.

1483. That rather assumes that the captains will become thoroughly familiar with them and be able to judge them at once?—It would encourage them to do so. They would think that these rules were made that they should take advantage of them.

1484. You think that, notwithstanding the express warning in Article 16. Have you seen Article 16?—Yes, I have seen that, but there are times when you cannot carry that out very well; you may be stopped for a time when you find you are "shoaling" your water; or you may know that there are sandbanks or rocks somewhere near you. Your ship is drifting towards

Chairman—continued.

them and you feel it is necessary that you should go ahead.

1485. Quite so; that is allowed for, I think, in this rule?—That being so you cannot say stopped; you must steam ahead, and in steaming ahead some of them will try to take advantage of the signals.

1486. You do not apprehend that the masters of ships will be unable to get up these rules and master them, do you?—Well, you see, it is very easy to understand these rules here, sitting in this comfortable warm room, but when you have been standing on the bridge 24 hours in the cold and damp, your mind becomes a little confused. It is rather a strain upon the memory to remember all these things after having been for long hours exposed to the weather.

1487. Do not you think some other seamen have said to us that you would practically get to know them like you know your alphabet in a very short time?—Yes; but you see the law is required to be understood. If these rules once become the law they will require to be understood by the least intelligent of the class who will have to use them equally as by those who are better informed, or more able to grasp the subject.

1488. However, that is the view you entertain, and that is what you have stated on your experience?—Yes.

Mr. *Penrose FitzGerald.*

1489. You are thoroughly acquainted with the rule of the road at sea as it exists at present, I need hardly ask you?—Yes.

1490. Are there any improvements you would like to see carried out in that?—If it is a question of a compromise, accepting something or nothing.

1491. No, I was not for the moment thinking of that; I meant, in your mind is there any improvement necessary or advisable in the rule of the road at sea as you find it at present?—I do not find any difficulty myself; I have been navigating many years in crowded waters, and I think if the rules are interpreted as they should be they are almost perfect now.

Admiral *Field.*

1492. Have you a copy of the proposed signals before you?—I have.

1493. Of course, "a" there is no controversy about. The proposed "b" signal, two longs, sounded every two minutes with one second interval between them, have you any objection to that; is it not an advantage to you as a seaman to know, if there is a vessel anywhere near you, whether she is stopped or not?—I should have no objection to "a" if it were by itself.

1494. You mean "b," "a" is already law?—"b" I should have said.

1495. You have no objection to "b"?—"b" is two long blasts. The principal objection I have is where you have a long and short blast of the whistles.

1496. We will come to that presently. You have no objection to "b" as a seaman?—As a seaman I have no objection to "b" by itself.

1497. In fact, you are in favour of retaining "b." Now, pass to the other signals, come to

Admiral *Field*—continued.

"e," "a vessel at anchor at sea," that is to say, in the fairway somewhere; she is ordered not only to ring the bell like a vessel in an ordinary anchorage, but she is ordered to make two long blasts every two minutes, as in "b;" are you in favour of retaining that signal, or do you think it might be merged in "b," or allowed to come under "d"?—"d" would scarcely cover the case. A ship may be stopped at sea and still be drifting quickly with the current; she may drift on to a sandbank or on to another vessel at anchor, or a fishing boat fast to her nets, or anything else, although she is stopped.

1498. Then you would like to retain "e," the two long sounds and the bell in addition?—The bell in addition is similar to what the fishing boats use at the present time when fast to their nets.

1499. Yes, I am not going into that. The question is whether you, as a seaman, like extra protection if you are at anchor in a fairway, not in ordinary anchorage ground?—If it is a question of compromise or anything of that kind, I should not lay so much stress upon that, but the whole of the others I object to.

1500. We will come to those presently, if I may fix you to "e." Do you want that extra protection which some seamen say they do want?—I have not found the want of it.

1501. In your judgment, as an experienced seaman, do you think it is desirable to have it?—I say I have not felt the want of it so far.

1502. I am not on your personal experience; but judging from your nautical experience, speaking on behalf of others, do you think it would be a good thing?—I see no great objection to that at all; but I have not experienced any want of it myself.

1503. Still you think it might be an advantage. Now come to "f," a vessel towing; do you think that is a valuable signal; the United States insist upon it?—No, I should object to that on account of the complication of the signals, the short and long sounds; and where steam is escaping, as it is very much when approaching another vessel, a man might get excited and flurried. It is very difficult to distinguish long and short sounds with the boilers roaring and the steam escaping over your head. As soon as ever you ease your engines there is an immense noise, and it would be very difficult to distinguish between long and short sounds with that noise going on; and the sounds would be liable to be mistaken.

1504. That hardly meets my point. Do you think it an advantage to have a distinct signal for vessels towing and for vessels towed?—I think that where there is a complication of signals you would be liable to mistake them.

1505. If you could get a signal to indicate that particular state of thing, would you like to have it or not?—Not a long or short signal.

1506. Now, come to "g," "way off my vessel, short, long, short." In your opinion might that be combined with "b," vessel stopped?—That is already covered by "b."

1507. Then I take it you think "g" might be included in "b"?—Yes, certainly.

1508. Now, come to "h," telegraph ship, three

Admiral *Field*—continued.

three longs. Have you, in your nautical experience, met a telegraph ship?—Never in my life, and I have been 35 years at sea.

1509. Then do you think "b" is necessary to be retained?—Not at all; I do not think it is necessary to have a distinctive signal; that would be covered by "e;" it would be in the same position as a fishing boat fastened to her net, or as a ship at anchor in the open sea.

1510. Quite so; then you would eliminate "b," the telegraph ship?—Altogether.

1511. Now, come to "i," vessels not under command. Might not that also be combined with "b," vessel stopped, and so get rid of these four short blasts?—That would come under "e."

1512. Under "b," if not under command?—If not under command.

1513. Would not that come under "b"?—It would come under "b."

1514. Then you would eliminate that?—I would eliminate that altogether.

1515. By that means you would get rid of "g," "h," and "i"?—That would eliminate the short, long, short sounds.

1516. It would eliminate three signals, would it not, and 10 blasts?—Yes.

Mr. *Cayzer.*

1517. I should like you to look at the regulations now in force, the three sounds "a," "b," and "c;" do not you think that those are quite sufficient, and have you, in all your experience as a navigator, ever required any extra sounds?—I have always found them quite sufficient for the purpose.

1518. Then you do not want any of these new signals; or do you want any of them; and, if so, which?—I would rather not have anything to do with any of them; I have found those three present signals quite sufficient for 25 years in very crowded waters, where fogs are very prevalent, and where I have very often had 900 people under my feet.

1519. Do you require any of those on the other side of the paper?—Personally, I do not require any of them; but if it has to be a question of compromise, those two, "b" and "e," are the best of them.

1520. Then you would add those as they are

Mr. *Cayzer*—continued.

to the other signals as separate signals?—They would be additional signals to the "a," "b," and "c" of the present rules.

1521. Then you have told us that Clause 15 legalised the use of the syren?—Yes.

1522. That is used now without any authority, is it not?—Yes, but I think the question might arise in a court of law if anything happened; it is not legalised; at present they use it at their own risk.

1523. It is in general use on all large steamers, is it not?—It is getting more so every year now, but I have never seen it legalised in any shape or form, and if a collision occurred it might be brought into question.

1524. Then what I understand from you is that you would rather not have the syren, that that would be relegated to the lighthouses and signal stations on land, and that there should be a uniform steam whistle for all steamers?—I think that would be the safest and the best. I was approaching a lightship at one point in the Baltic not many weeks ago, where there was a syren; I heard a syren; it sounded very much like the syren of the lightship; I steered by it, knowing my position, and all at once a vessel turned up under my bows, which was steaming quite fast through the water; I was misled by the signal.

Mr. *Penrose FitzGerald.*

1525. She was blowing a syren?—She was blowing a syren just the same as the light-vessel, and I heard the syren just where I expected to hear the light-vessel's signal.

Mr. *Stephen Williamson.*

1526. Did you hear Captain Cleary's evidence?—Yes.

1527. Do you agree with him in the desirableness of having a special fog signal for vessels towing?—No, I do not think it is necessary.

1528. You do not think it is necessary?—No.

1529. You have had no experience on the American coast, have you?—No, not on the American coast.

1530. You are aware that they set great store by it in American waters, are not you?—Yes, I have heard so.

Mr. George Thomas Ovenden, called in; and Examined.

Mr. *Penrose FitzGerald.*

1531. You are a certificated pilot of Dover?—Yes.

1532. Have you come here to give evidence on your own part, or on the part of any large body?—The secretary of our Pilots' Association was requested to name three, and I was one of those three. It was through that means that I offered to come.

1533. The Pilots' Association being an association of the whole of England?—The United Kingdom Pilots' Association, yes.

1534. Will you tell us what your opinion is with regard to the question we have got to inquire into, namely, the alteration in the rules

Mr. *Penrose FitzGerald*—continued.

of the road at sea, particularly with regard to the "a," "b," "c" which we have been talking of?—Taking them generally I think we would be much better without them. I think sound signals are very delusive. Of course they are wholly in use at a time of fog, and fog runs in veins. In other words, I will explain it in this way: it is thick in some places and less thick at others, and almost clear at another place, and the fog, or rather, the sound is diverted, and you cannot tell exactly the direction of the sound. I have known three of us on a bridge together, and each one has thought the sound we heard came from a different direction.

Mr. *Penrose FitzGerald*—continued.

tion. Consequently I consider the sound signal is really not to be depended upon. I remember a case, very recently, in fact not more than 18 months ago, we were in the neighbourhood of the Nore Light, and we were about to anchor. We were anxious to hear the sound of the fog-horn, if we could (we were bound into Sheerness), and if we could find the Nore we would like to be close up to run in in the morning as soon as it cleared or daylight came. The captain declared that the sound he heard bore west and by north half north; I said west and half south; the mate differed from both of us; but when it cleared, it proved that we were neither of us right, for it bore south-west and by west; hence I conclude that a sound signal is not really to be depended upon.

1535. The deduction from all that is, that you do not desire to see the alterations made?—I do not desire to see any alteration made, because I think the present system of sound signals is quite sufficient for us.

1536. I want to ask you one question for the information of the Committee: in any case, although the captain may be on the bridge and the officer in charge, is the pilot responsible not only for keeping the vessel clear of the land, but also for keeping her clear of other navigated vessels?—Entirely responsible.

1537. Both for possible collisions with vessels under way and for the land?—Quite so.

Admiral *Field.*

1538. How far down channel do your duties take you?—Our licence runs to the west end of the Owers, that is getting down towards the westward, but generally we pilot from Dungeness to Gravesend.

1539. Do you go into the North Sea at all?—No, our licence does not run further than the Galloper. I have been in to the North Sea, to Yarmouth, and so forth, but my licence does not run that far.

1540. Of course it has been your duty to encounter many fogs and overcome many difficulties of the kind. Have you got the rules before you?—I have.

1541. We have been speaking generally, but we want to come to particulars if we can. It is not likely that the whole of these rules will be swept away, but we want to get professional opinion as to what signals can be eliminated and what retained. There is no controversy about "a;" come to "b," please; that is a new signal; that a vessel stopped shall make two prolonged blasts. Do not you think, as a pilot, it would be a great advantage if you were in charge of a ship and there was another ship stopped somewhere on your starboard bow or beam, or on your port bow or beam, that you should know that that vessel was stopped?—Practically, no.

1542. Never mind "practically"?—I can only argue from practice; I can only give my evidence from practice.

1543. That is what we want, because you are a practical man; still I want to bring you a little closer to the point. Have you any objection to receive knowledge if it can be conveyed to you by signal?—I do not think it will be necessary, for this reason: when a steamer is stopped her anchor must go down; you cannot stop a steamer; you must keep way on her.

Admiral *Field*—continued.

1544. I ask you: are you opposed to receiving knowledge as to a ship's position or action if it can be conveyed to you?—Entirely so.

1545. Opposed to receiving knowledge if it can be conveyed to you?—Certainly so; I must act on my own judgment in a case like that.

1546. But I want to confirm your judgment; would you be opposed to receiving information by a signal that a vessel was stopped if you could be certain that that information was clearly to be distinguished?—I should say yes; I should be pleased to do so if I thought it practicable; but I do not think it is practicable.

1547. Well, I must take your answer. Coming, then, to the signal "e," a vessel at anchor in a fairway, that means at sea in a fairway, not an ordinary anchorage?—Yes.

1548. Do you as a pilot think it desirable that a vessel in that position where other vessels are passing her, possibly with rapidity, should be able to make known her position by two long blasts in addition to the bell?—There is nothing better in practice than the bell alone, and if the horn is introduced with the bell it will cause no end of confusion; because you see it is like this: there are so many vessels about you. I have seen in the radius of a mile a hundred vessels at once when a fog has cleared off. Now what sort of a position should we be in if all these fellows were blowing and ringing at the same time?

1549. Well, you would have more noise?—And more confusion.

1550. Therefore you would be immensely on your guard?—Yes. It is my humble opinion, and I have had a great practice, that the bell is really all-sufficient, and that it is the best signal we can have at anchor anywhere where there is anchorage.

1551. Do you think the bells vessels carry are good means of signalling?—There we come to something else. They should be compelled to have a good bell that would sound properly.

1552. Come to "f." As an experienced pilot, would not you like to know that a vessel was being towed?—I consider there ought to be a distinguishing signal for the vessel towing a vessel, and that the vessel towed should answer the same signal.

1553. Then you are in favour of the additional signal?—Quite so; I am in favour of that. What the signal should be I will not say; but there ought to be a distinguishing signal for vessels in tow.

1554. It is proposed that it should be a long and two shorts. Now "g," "way off my vessel:" you do not want that, I understand?—I do not want that, not in my practice.

1555. Or the telegraph ship, you do not want that?—At present in the river we are compelled to use that signal when the machinery is broken down or the ship is unable to manœuvre; there are four short blasts for that. The telegraph ship cannot require anything more, inasmuch as she cannot manœuvre any more than a ship that is broken down.

1556. You

Admiral *Field*—continued.

1556. You think, at all events, that "h" might come under "i," a vessel not under command?—Exactly so.

1557. If "b" is to be retained, supposing it is to be retained (two long ones), are you of opinion that "i" might be included in "b"?—Yes.

1558. Or "b" in "i," which would you rather?—I would rather have "b" included in "i."

1559. You would rather have "b" in "i"?—Yes.

Mr. *Cayzer.*

1560. I would like to ask with reference to your experience as a pilot (you spoke about your practical experience) whether you have not a great deal larger experience of fogs than any ordinary ship-masters?—Oh, I should very much think so.

1561. Because of constantly navigating in narrow channels along the coast of England?—Yes, inasmuch as we are so frequently mixed up with fogs.

1562. Therefore your practical experience is very valuable as regards fog signals?—Certainly, I should think so.

1563. You have more experience than people connected with the merchant service or the Royal Navy?—Quite so.

1564. From that experience I understand you consider the present signals "a," "b," and "c" on the paper before you are quite sufficient?—Quite sufficient.

1565. And you require no other?—Only in the towing. I should say that there might be a distinguishing signal for a vessel in tow and towing.

Chairman.

1566. You would like to keep the towing signal?—Yes, sir.

1567. You would also like, as I gather, to keep the signal for a vessel which could not manœuvre?—Yes.

1568. You would like to have a new signal for that?—No, the same signal that we have now, broken down, or practically broken down, four short blasts, "keep out of my way."

1569. That is a rule you have in practice?—We have that in practice now.

1570. In the Thames that is in practice now?—In the Thames it is, and I think that is quite sufficient.

1571. That is not a rule for the ocean, it is only a rule that you adopt yourselves in the Thames?—Yes, the Thames Conservancy compel us to do that; it is not compulsory in broad waters.

1572. It is not compulsory beyond the Nore?—It is not compulsory beyond the Nore.

1573. You would like to make it compulsory beyond the Nore?—I think so.

1574. So that you would really yourself add two new rules, would not you?—Yes.

1575. One of them for a vessel unable to manœuvre?—Yes.

1576. And the other for a towing vessel?—Yes.

1577. Accordingly, you think the present rules might be improved by the addition of the other

Chairman—continued.

fog signals?—That is the only addition that I can see that would be at all useful, that is, towing, inasmuch as we have the one row, although it is not compulsory everywhere, the four short blasts; it is only compulsory under the jurisdiction of the Thames Conservancy.

1578. Let me ask you this; that is what you would yourself prefer; but you recognise the value of an international agreement, of course?—Yes.

1579. It would be very important to have an international agreement if we could?—Perhaps so.

1580. Do not you think if you were to accept these rules as they stand, that if it was thought necessary to take them in order to get a general international agreement, it would be worth while giving them a trial for so big a stake as that?—Well, I really think, sir, that England, owning such a very large percentage of the tonnage of the world, whatever England adopted other nations ought to "tumble to."

1581. That is a sentiment very few of us would differ from?—Quite so; but I am only giving my opinion in that direction.

1582. But suppose we cannot get absolutely our own way in these things (as we ought perhaps), would not it be worth while giving them a trial?—There are many situations where there must be a give-and-take sort of question, but I am unable to deal with that.

1583. You would be able to manage, I think, with these new rules; if they would not do you much good, I do not think you gather that they would do you much harm?—For myself I am not afraid of them; but for the majority of men I am; they are so careless they would not care to learn, they would not care to attend to them.

Mr. *Cayzer.*

1584. I would like to ask one question with regard to this international agreement. You are constantly piloting vessels belonging to the American Government, the German Government, and to other foreign Governments?—Yes.

1585. I would like to ask whether you have had any conversation with them about these fog signals, and whether they are of the same opinion as yourself?—I may say briefly that I have talked to scores of different ones, English, American, Canadian, German, and Dutch, and they all say they hope they will never take place.

Mr. *Penrose FitzGerald.*

1586. Did you hear what the last witness said about the siren?—I did not hear all of it.

1587. Is the use of the siren born afloat coming in much, are there many in use now?—There are a great many in use.

1588. Is it, in your opinion, likely to be mistaken for the sound of the South Foreland or Gulf Stream lightships?—Nearly all our steam vessels are being supplied with sirens; consequently if a steamer was using a siren you could not distinguish between a steam vessel and a light vessel.

1589. You would rather stick to the old steam blast?—Yes.

 1590. A question

Chairman.

1590. A question was asked about the lightship at the South Foreland; that has got a siren, has it not?—The lightship on the South Sand Head, almost immediately opposite the South Foreland, has a siren which blows low, high, low.

1591. Do the other lightships differ in the different notes?—Yes, in notes. The South Sand Head is low, high, low; the Tongue Light is high, low, high; then the North Sand Head is low, high.

1592. But supposing you had a siren, or were using a siren instead of a whistle for a steamship, under this rule do you think you would be likely to confuse the sounds with such a signal as that which there is upon the South Sand Lightship?—I do not think I should, simply because I am so accustomed to the sirens aboard the lightships that I do not think I could make a mistake, but I am afraid others might, perhaps.

1593. You know them entirely by heart, I suppose, all those sirens along the coast?—Yes.

Mr. *Parker Smith.*

1594. Each of these lightships has a siren with a different call?—Yes.

Mr. *Parker Smith*—continued.

1595. Do you find in a fog that you can always distinguish the calls?—Not as we ought to do.

1596. You find that the fog interferes with the sound?—Yes, we find that the fog interferes.

1597. And you may not be able to distinguish the call?—Not until you are right close up to it. When you are getting close to the vessel you can distinguish it, but when at a distance frequently you cannot.

1598. You hear the noise, but cannot distinguish the call?—We hear the noise but cannot distinctly make out the calls.

Chairman.

1599. Within what distance?—We will call it a mile. It will be rather delusive at a mile distance, but for, perhaps, about half a mile I think you might distinguish them sufficiently to know where you were, so as to be out of danger; I mean to prevent the danger of getting on the sands.

Mr. EVAN T. MORSE, called in; and Examined.

Chairman.

1600. You are a Cardiff and Bristol Channel pilot, and have been a first-class channel pilot for 20 years?—Yes.

1601. You are a member of the Cardiff Pilotage Board, and have been so for 10 years?—Yes.

1602. And you have been 36 years in the pilot service?—Yes.

1603. Of course, you have had a very large experience in piloting steamers and vessels in the Bristol Channel?—Yes; always in narrow waters in the Bristol Channel.

1604. I mean your experience has been entirely in the Bristol Channel, has it not?—Yes.

1605. Of course, you have been many and many a time in fogs?—Yes.

1606. Often, I suppose, with many ships round you, quite close?—Yes.

1607. What do you say about these rules; tell us yourself in your own way?—The rules, as proposed, I object to altogether. The rules already in force, and understood, are very good, and, personally, I see no reason to make any alteration. Not only personally, I speak on behalf of the Cardiff pilots and Bristol pilots; in fact, the pilots of the Bristol Channel. There is only one alteration I should like to see in force, and that is with respect to a vessel towing. We have no signal at present; I should like to see a distinct signal; but not a signal that is used for any other purpose.

1608. For a ship towing?—For a ship in tow. I would suggest the prolonged blast of the tug-boat's whistle, followed by a similar blast of a foghorn on board the ship. That would give you some slight idea that there was something there besides the steamer.

Chairman—continued.

1609. Now, what is the reason you have for this objection; do you think that the proposed alterations would do no good?—I believe they would not only do no good, but would do harm.

1610. That is the next question I was going to ask; do you think they would do harm?—They would do very serious harm, in my opinion.

1611. Now, how; just explain?—For this reason: fog is so delusive. I think that has been clearly proved by experiments that have been tried. I read a very exhaustive paper some time ago on experiments that had been tried by the Elder Brethren (the Trinity Brethren), and they proved that the sound waves in a fog are not to be relied upon. Sometimes you can heard a fog signal at a great distance. I have hear a fog signal in the Bristol Channel 10 or 12 miles off; on a similar day, or what appeared to me to be a similar day, I have not been able to hear the same fog signal a mile off; that is a fog signal on one of the lightships; the Scarweather Lightship. As far as I could see, there was nothing to prevent my hearing the fog signal in the one case any more than the other, but there was something in the air which prevented my hearing it.

1612. It is uncertain; but then there is an objection with all fog signals?—Just so.

1613. Now, what is the objection then?—If you increase the number of fog signals and the different sounds, the objection is very much greater. If you have one, two, or three, you know what that means; but if you increase the signals, long, short, long; short and two long; two long and a short; you do not understand those signals, owing to the fact that the fog prevents you

Chairman—continued.

you clearly hearing what the person is trying to make you hear.

1614. Will you for a minute apply your mind to this particular point; I see what you say about the uncertainty of sounds in fog; of course that would apply to all sounds?—Just so.

1615. Among other things, it will apply to the fog signals that are now in use?—Yes.

1616. It would not apply any more to the fog signals that are proposed, would it?—Certainly it would; because the fog signals proposed are more in number; they are more complicated. The fog signals at present in use are so simple that you are not so likely to make a mistake with one signal as you would with two, or three, or four.

1617. I suppose the danger, if any, would arise when there was a large number of ships near one another in a fog?—Yes.

1618. From not being able to discriminate?—From not being able to discriminate one from the other.

1619. We have been told by some skilled men who have given evidence that if that situation arose under the new rules your duty would be what is prescribed in Article 16; do you see that? I do not think that I have that here; I only have the proposed new rules.

1620. I will read it to you: "Every vessel shall in a fog, mist, falling snow, or heavy rainstorms go at a moderate speed, having careful regard to the existing circumstances and conditions." Then it goes on as follows: "A steam vessel hearing apparently forward of her beam the fog signal of a vessel, the position of which is not ascertained, shall, so far as the circumstances of the case admit, stop her engines and then navigate with caution until danger of collision is over." Now that is the plain duty of any seaman when he is in the position described; is not it?—Just so.

1621. Supposing he did his duty and stopped her engines and then navigated with caution, how would he be in any greater difficulty if he heard all these different signals round him than he would if he heard all the different ships round him blowing the two long blasts; how would it increase the difficulty; I do not see that?—You are bound to increase the difficulty when you increase the number of sounds. At present I may hear one vessel blowing one blast; I am approaching him, I know what he is doing; I hear a steamboat blowing two, I know what he is doing; if I heard three, I know he is going astern, for fear of a collision. I probably do the same; but if I heard one whistle on one side, two on the other, three on the other, long, short, and long, the sounds would confuse me as a practical person, and I am sure they would confuse anyone. The more you increase the sounds, the greater difficulty you create in finding out what those sounds mean.

1622. I was only trying to get your view. Of course the number of sounds does not increase the number of ships, and if you hear a noise near you, you know where the noise comes from approximately, and will be rather careful?—No; that is a difficulty; in practice you do not know exactly where it is; you have to judge according to the best of your ability.

1623. Is there anything else you would like to say about these rules; we need not go into them in detail, because I think you object to them all except the towing?—I should like to go into one or two of them.

1624. If you please?—I should like to go particularly into "b," "two prolonged blasts," when a ship is stopped. I strongly object to that. A little further down is "g:" "A steam vessel wishing to indicate to another, 'The way is off my vessel, you may feel your way past me.'"

1625. That is "g"?—That is "g." I take it that "b," "g," and "i" are three rules made to meet what appears to me to be the same thing. I should eliminate "b" altogether. It is a source of danger, because I might mistake that two blasts for a vessel which tells me, "I am directing my course to port."

1626. You are speaking of helm signals under Article 28, are not you?—I am speaking of the old signals.

1627. That is with fair weather, is not it?—That is for clear weather. Then I say those signals are equally applicable; and they are the only signals we have used for years in fog. Those are so well instilled and drilled into a person's mind that it would be most difficult to understand what is meant by these; so that I object to "b" and I object to "g."

1628. Are not the helm signals prohibited in fog?—According to the new rules they would be, certainly.

1629. As they exist now, you know better than I do?—The helm signals are now the only signals we use in a fog; one, "I am going to starboard;" two, "I am directing my course to port;" three, "My engines are going astern." Those are the only signals we have with fog.

Admiral *Field.*

1630. That is for sailing ships?—For steamers; sailing ships use fog horns, of course.

Chairman.

1631. Those are, you may say, course indicating signals in a sense?—Practically, yes.

1632. So you find you can work these course-indicating signals in a fog?—Those three; one, two, three; we do not want any more. I have found them sufficient in my experience as a pilot. I have never yet had a collision with another vessel in a fog, I have never fouled a vessel at anchor in a fog, never; but I certainly should fear that I should collide with a vessel if I had to comply with these rules, because, as I say, here are three rules meaning the same thing; a vessel coming down; a vessel employed in laying a cable; "three prolonged blasts."

1633. Do you say that now in a fog there are five signals that you can use?—Three signals.

1634. Are there three helm signals, or how many?—Four, you may say. One prolonged blast; that means the steamboat is under way.

1635. That is not a helm signal?—And short blasts, one, two, three; there are practically four.

Mr. *Penrose FitzGerald.*

1636. That is port, starboard, under-way, and going astern?—Yes.

1637. What the Chairman means is, that the helm signals only mean the port and starboard ones?—That is so.

Chairman.

1638. You think four is enough, and that you cannot work more?—I think four is quite sufficient, with the addition of some distinctive signal for a vessel towing, that is all.

1639. You would like to add that and make it five?—Yes.

Mr. *Penrose FitzGerald.*

1640. Just about this siren question. You know the "Smalls"?—Yes.

1641. Has she got a siren horn?—No.

1642. St. Anne's?—No.

1643. St. David's?—St. David's is rather out of our limit.

1644. The "Scarweather"?—The "Scarweather" has a siren.

1645. What is it?—High, low.

1646. Never mind?—Different blasts.

1647. I am not examining you for a certificate. In your opinion, if sirens were allowed in steamboats, would there be danger, as far as you know, of mistaking a siren in a steamboat for the siren of the "Scarweather"?—Yes, it would be a very objectionable thing. I should like to see all steamers with the old-fashioned whistle, one sound.

1648. Is there one on "Nash"?—No.

1649. One on the Mumbles?—No; there is a bell, there is a rocket.

1650. Your answer is, that if sirens were permitted there might be further danger of mistaking lightships or lighthouses for them?—Yes; we have a siren on "Hartland," high, low, and sirens on the "Bull."

Chairman.

1651. Are sirens allowed now for steamships?—Yes, they are allowed; there is no law to prevent them.

1652. Instead of using steam whistles they do use sirens now sometimes?—Yes; a siren, as far as I understand it, is a horn, something with a different sound to an ordinary steamer's whistle.

Admiral *Field.*

1653. I notice by the statement you have handed in, and you have already told the Chairman, that you are greatly opposed to rule "b." I want to press you a little more on that point. You say rules "b" and "g" and "i" practically all indicate one and the same thing?—Yes.

1654. Would you not like to have one signal to indicate those three states of a vessel, stopped, way off vessel, vessel not under command; I understand you object to having three separate signals for the same thing, but you do not object to having one signal to represent those three states of things?—Yes, I do; I object to any signal being used except by a vessel that is not able to get out of the way.

Admiral *Field*—continued.

1655. Then you would stick to "i," four short blasts?—Yes, "i," four short blasts.

1656. You are in favour of that?—I am not in favour of that. I was coming to that.

1657. You would put "b" and "g" under "i"?—Yes, "b," "g," and "i."

1658. You would put "b," "g," and "i" under the "i" signal?—Yes, "b," "g," and "i," or rather "b," "g," and "h," I would put under the "i" signal.

1659. Coming to "e," you say you strongly protest against "e" as ridiculous?—Yes.

1660. Supposing you are told that some very experienced seamen deem that to be of very great importance?—I should not believe it, sir. I mean I would not question your statement, but I should not believe it was an experienced seaman who made that statement.

1661. That is rather rough, considering they were experienced seamen who were in the chair; "e" is for a vessel at anchor at sea, in a fair way?—I do not care where she is, she has no right to use anything but a bell. Will you allow me to add one or two words? My experience as a pilot has been amongst vessels in a fairway, in tides ranging from one to four knots. When I hear a bell I know what I have to look out for. If I hear two whistles, owing to the difficulty which arises in clearly distinguishing what a person is trying to indicate, I naturally conclude that it is a steamboat under way, manœuvring in some way.

1662. She will be stopped in this case?—We will say she is stopped, if you please. I alter my course to clear that vessel because it is a steamer under way, and after I have altered my course this is what happens; I think I can illustrate it.

1663. Never mind, I follow you quite as far as is necessary?—I alter the course of my steamboat. I conclude the sound is right ahead in the position of the Chairman, if he will allow me to say so. I alter the course of my steamboat, because the two whistles I understand; I direct my course to port. By the time I have altered the course, before I have time to do anything else, I suddenly hear a bell. I hear the whistles again, followed by a bell; I know then that it is a steamboat, or I guess that it is a steamboat, complying with this foolish new rule. I place my steamboat in a position that I cannot get out of because the tide is running three or four knots. I may have very little way on my vessel; before I know what to do or how to do anything to avoid it, I am across that vessel's bow; whereas if I had to depend upon the bell I should know by the course I was steering that I was going as far as possible with the run of the tide, which we always do in a fog; all I would have to do would be to go to one side or the other of the vessel and anchor.

1664. You speak about the bell; are you satisfied with the present bells?—That is another question. If you can improve the sound of the bells to make them heard a little further, very good, but, as a rule, I have no complaint to make against the bells if they are properly attended to.

1665. The telegraph ship, "h," do you think that

Admiral *Field*—continued.

that signal is wanted; you have never come across one of those ships perhaps?—Not "h." I would have no objection to a telegraph ship using "i."

1666. Then you would combine "b," "g," "h," and "i" all under one signal, "i"?—All under one signal.

Mr. *Parker Smith.*

1667. About these port and starboard signals, do you use them in fog?—That is the only signal we use at present.

1668. Do you think them safe to use, port and starboard?—Yes, perfectly safe.

1669. Do they keep you in a fog using them?—Certainly they do.

1670. There was a strong feeling at Washington, I happen to know, against using these course signals in a fog?—As far as I understood that objection, it related to signals more complicated; there was a code of signals suggested of about 20 different rules; that I should object to; but three simple signals is a different thing altogether. The course signals are different to those three. It was suggested that you could steer a ship according to the signals, "I am going east"; "I am going north-east"; "I am going west"; "I am going north-west." That is what I understood by "course signals."

1671. These four signals you find it tolerably easy to distinguish in a fog?—Yes, as easy as it is possible to understand anything at all. The fact that I have never had a collision in a fog (having been a pilot for over 20 years in the Bristol Channel) is clear proof that I have understood the signals, and that we understand them generally.

1672. Have you used the port and starboard signals all that time?—Invariably.

1673. For the whole 20 years?—Yes.

1674. Then will you tell me how many signals you would be hearing round you in a fog?—At present?

1675. At present there are these four possible steamer signals?—There is one prolonged blast, a short one, two short ones, three, four.

1676. One prolonged blast, "going ahead"?—Yes.

1677. One short, "going to starboard"?—Yes.

1678. Two, "going to port"?—Yes.

1679. Three, "going astern"; that is, when two steamers are approaching each other they are blowing the prolonged blast; when they find they are approaching very close to each other, one says, "I am going to the right," or, "I am going to the left," and the other answers and does the same.

1680. With those four you can keep quite clearly apart?—Yes, without making any mistake.

1681. Then there are the three sailing-vessel signals for the fog-horn?—Yes, that we understand without any difficulty. I see there is one rule suggested here for a vessel when at anchor in a fairway under which she is to use the fog-horn. I protest just as strongly against that as I do against a vessel using her whistle when at anchor.

1682. At present, if there is a crowd of boats, you may be hearing four signals from steamers, three from sailing vessels under way, and the bell?—Yes.

1683. That makes eight signals?—Yes; and we know what they are without any difficulty.

1684. As between the eight you can distinguish without any difficulty?—Yes, three of them are fog horns, and three or four are whistles. If you hear a fog-horn you know it is a sailing vessel.

1685. I suppose there is never any difficulty in a fog in distinguishing between a horn and a whistle?—No, I have never found any difficulty in that way.

1686. Supposing you dropped the port and starboard signal, then you would have under the new rules about the same number of different signals, would not you?—Yes.

1687. Some of them rare ones, that you would not be at all likely to hear much?—Yes; but my argument is that the old signals are clear; the new signals are confusing; that is the difference. It is not the quantity of them so much as the unnecessary way in which the whistles are to be used; the confounding way in which they are drawn up.

1688. But you do manage, with the eight signals that are going on at present, to keep them distinct, even in fog?—Yes, just so. The new signals would be in addition pretty well to all those.

Mr. *Cayzer.*

1689. You represent the Bristol Channel pilots here?—Yes, Cardiff pilots particularly.

1690. Can you tell me how many there are there; what is the number?—Bristol Channel pilots?

1691. Yes?—We have over a hundred in Cardiff, about 40 in Bristol, 40 in Newport, 35 or 40 in Swansea.

1692. So that it is nearly 250 pilots that you represent?—And about 30 in Gloucester.

Chairman.

1693. But do you represent them?—I represent the Cardiff pilots particularly, the Bristol Channel pilots generally. I have consulted pilots of the various ports.

Mr. *Cayzer.*

1694. But are you authorised to speak on their behalf?—Not on behalf of the whole of the Bristol Channel pilots; on behalf of the Cardiff pilots I am authorised to speak. I merely state that I have consulted several of the Bristol Channel pilots, Gloucester pilots, Newport pilots, Swansea pilots, not the whole of them. I cannot answer for the whole of them.

1695. I would like to ask whether the Committee may take it that you represent the views of one-half the number of pilots you name?—One hundred Cardiff pilots.

1696. And that they have all agreed with you that the existing rules are sufficient and require no additions except the towing signal and signal "i," the last in the list?—Yes.

1697. You make no objection to those?—No; we use that signal "i" occasionally in the Cardiff Cut-way now as a sort of private signal.

Mr. *Cayzer*—continued.

1698. Do you know any of those pilots that would like to adopt the new rules?—No, not one of them that I have spoken to; they are all totally opposed to them.

1699. You have heard Mr. Ovenden's evidence, and you heard him talk about a compromise in order to satisfy other nations; more foreign vessels, as we know, load in Cardiff than in any other port of the United Kingdom?—I believe so.

1700. Therefore you have had the opportunity of consulting the Cardiff pilots and of consulting these sailors; can you tell the Committee whether they are favourable to the new rules or whether they wish to abide by the old, from your conversations with them?—They are entirely opposed to the new rules as suggested.

1701. Can you tell me of what nationalities the masters are with whom you have had such conversations?—Germans, Frenchmen, Italians, Spaniards, Austrians, and one or two Greeks we have spoken to.

Mr. George C. Burn, called in; and Examined.

Chairman.

1702. You are a Pilot at Hull?—Yes. Here is a summary I have made (*handing in a document*).

1703. I do not want to go through the whole thing with you over again; but first about your experience; you have been 21 years at sea?—I have.

1704. You have served six years apprenticeship in the Humber pilot cutters, two and a-half years in steam and sailing vessels, and 12½ years you have yourself been a licensed Humber pilot?—I have.

1705. We all know there is a great deal of shipping in the Humber?—Yes.

1706. And traffic?—That is stated there in that report.

1707. Therefore you have had a great deal of experience?—Yes.

1708. I do not want to go through the whole detail of it with you; what is the view you hold; are you favourable, or are you adverse, to the new rules; are you favourable to the new rules?—Certainly not.

1709. You are against them?—I am against them.

1710. You heard the evidence of the last witness?—Yes.

1711. Do you agree with him in his reasons, or would you differ from him at all?—Well, I agree with him.

1712. You agree with him?—Yes.

1713. Would you like to see any change?—No, except in signal "f," vessels towing.

1714. You would like a towing signal?—Yes.

1715. But you do not want any of the others?—Excepting signal "i," that is, the four blasts in case a vessel is disabled; she must be disabled, but only disabled.

1716. Will you look at the list, if you have got it before you; of course you are satisfied with "a," that is an old one?—Signal "a," the prolonged blast.

1717. That is an old one; you are content with that?—Yes, I am contented with that.

1718. Signal "c" is an old one?—Signal "c" is all right.

1719. And "d" is right?—A vessel at anchor shall ring a bell; yes.

1720. You say you are in favour of "f," and of "i"; then that leaves "b," which you object to?—"B."

Chairman—continued.

1721. You would put that in "i," would you?—I should put that under the old rule.

1722. Which is that?—The three blasts, "going astern" and "stopped."

1723. But that is under the helm signal?—We use it in fog just the same.

1724. I want to understand; in addition to the rules that you have told us of, you would go on using the helm signals in a fog?—Yes, we always have done.

1725. You have found no difficulty in understanding them in a fog?—Not at all.

1726. And acting upon them?—And acting upon them.

1727. And you would continue to do that?—We would continue to do so.

1728. In addition to that, you would have "f," that is to say, the new towing signal?—I would have a new towing signal.

1729. And a new signal for a vessel under way, which is unable to manœuvre?—That is it, sir; but excuse me; not unable to manœuvre unless she is disabled. I do not mean to say that a master or a pilot of a vessel might manœuvre the vessel and jamb himself into a corner, and other persons as well as himself, and then blow four blasts to get out of the trouble; I mean when a vessel is disabled (her steering gear perhaps gives way) she should blow four blasts.

1730. You mean when she really is unable to manœuvre?—Yes.

1731. She is not entitled to sound the signal unless she really is unable to manœuvre; that is your view?—Yes.

1732. So you would have some additions?—Yes, the additions I have already mentioned.

1733. You would strike out some of these; you would strike out "b," "e," "g," and "h"?—Yes.

1734. The optional one and the telegraph one?—Yes.

1735. And you would keep at the helm signals?—Yes; the same as we have done hitherto.

1736. And use them in a fog?—Yes.

1737. You know better than I do, infinitely; but is it not much more dangerous to rely on what you may call course-indicating signals in a fog than it is merely to rely upon signals which show the character of the vessel?—Not at all.

1738. It is safe to rely upon course-indicating signals in a fog, is it?—Certainly.

1739. So

Chairman—continued.

1739. So you must be able to understand and hear pretty well what goes on in a fog?—We know, as a fact, that when a vessel is blowing a prolonged blast she is steering a certain course, and that she is all serene; and when we come to close quarters we indicate our course by the helm signals, and they have always answered well.

1740. Do you think it would be difficult to understand these signals in a fog?—The proposed signals?

1741. No, the existing signals?—With the existing signals there is no difficulty at all.

1742. You can hear them perfectly well?—We can hear them perfectly well.

1743. You feel confident you would be able to continue hearing them?—Yes.

1744. One of them, for example, "a," is a prolonged blast at intervals of not more than two minutes; you might have two prolonged blasts, might not you?—Two prolonged blasts.

1745. Or under "c" you might have three blasts in succession?—Yes.

1746. If you can hear that, why cannot you hear long-short-long?—Two blasts may be taken for this signal: "I am directing my course to port"; "I am starboarding." There may be a vessel sounding this signal "e," and at the same time a vessel sounding two blasts: "I am starboarding."

1747. Suppose you did not have your course, indicating signals; that is to say; your helm signals, used in a fog at all, but merely had these (it may be right, or it may be wrong), could not you hear them and understand them?—We could hear them; we cannot get away from that fact, but I do not see how we are going to understand them, having been so long used to these course signals; there are two blasts just the same.

1748. You mean that you have been so long used to the course-indicating signals that you think it would confuse you to use the other signals?—Certainly.

1749. But no doubt you would be able to hear them perfectly well, would not you, and understand them?—Well, that depends; especially at the mouth of the Humber, where there are frequently so many vessels at anchor. It is a common occurrence to have 30 or 40 vessels at anchor there. Suppose those vessels are blowing two blasts; supposing there is a vessel coming out using a course signal (two blasts), and another sounding signal "e," I do not see how we are to understand it. I think it would puzzle a Philadelphia lawyer to understand it.

1750. I suppose you would understand it better than a "Philadelphia lawyer," but you think you could not follow it yourself?—I could not really follow it, considering the traffic we have at the mouth of the Humber.

1751. Until you got accustomed to it?—I do not see how we could possibly get accustomed to it. With the babel of sounds that must arise with vessels at anchor and under way I cannot see how we could possibly understand it all.

Admiral *Field*.

1752. I am not satisfied with your general answer about "e." I may tell you that some very experienced seamen are very anxious for that signal "e" (vessel at anchor in a fair way) to have something besides the bell; you do not share that view?—I think the bell is sufficient.

Admiral *Field*—continued.

1753. I presume you have no objection to an improvement of the bell?—They should all have good bells, certainly.

1754. You have been talking to the Chairman about the helm signals in a fog; by these rules, if passed, you are not allowed to use them at all in a fog, but only in sight?—We have always used them in a fog. When we want to communicate to another vessel that we are steering port or starboard we use prolonged blasts.

1755. You have been so long doing it you wish to retain those signals?—Yes.

1756. You have told the Chairman that you want to blend or put signal "b" (stopped), and signals "g" and "h" (a telegraph ship) all under "i," because you are accustomed to "i": four short blasts?—No, we do not use four short blasts; we never have used it in the Humber.

1757. Other pilots have told us that you have used it?—Not in the Humber; there we have the plain Rule of the Road.

1758. Then why do you prefer putting those signals "b," "g," and "h" all under "i"?—I prefer it if it is necessary to have a signal at all for when a vessel is stopped out at sea.

1759. You prefer two short blasts to two long ones?—Yes, to two long ones; it would complicate the signal for starboarding.

1760. These would not be complicated with the helm signals, because you are not to be allowed to use the helm signals in a fog?—I do not see how we are to get out of it. If the vessel is starboarding she blows those blasts.

1761. He would not be allowed to use the helm signals?—I do not see how we are to tell unless he does something to show that he is porting or starboarding.

1762. You want this signal, because you are navigating in narrow waters; the seamen on the ocean do not want that signal, but they do want the signal apparently about being stopped, the two prolonged blasts; do you see any objection to two long blasts in preference to four short ones?—The signal "b" and the signal "g" I object to.

1763. Yes, you have told us so. I want to get you to state definitely whether you still hold to four short blasts if it is necessary to have some signal to indicate that a vessel is stopped, or "way off my vessel," or "not under command." If it is proposed to put those under one you indicate to the Chairman that you prefer "i"?—Yes, if it is necessary to indicate anything at all; but I do not think it is necessary myself. We have worked so long without it that I do not thing it is necessary.

1764. Assume, for the sake of argument, that something will be held to be necessary, then you want the four short instead of the two long ones?—Yes.

1765. Because you say it is less confusing?—It is less confusing.

1766. The four are simpler than the two, you think?—Yes.

Mr. *Parker Smith.*

1767. Have you any signal you use at present for "not under command"?—No, none at all.

1768. It is simply the one long blast, "going ahead," to the port, the starboard, and the astern signals?—Yes.

1769. Those are the only ones?—Those are the only ones.

Mr. *Cayzer.*

1770. There are a number of Norwegian and other foreign vessels come into the Humber?—A large number.

1771. Can you tell the Committee from your personal conversations with the captains of those vessels whether they are favourable or not favourable to these new rules?—They are not favourable; I have never heard one of them say that he was.

1772. You have spoken to them upon the subject?—It has been a general subject of conversation with me for the last six months when I have gone on board a ship.

1773. They generally support the views you have given to the Committee?—They generally support these views.

Sir *George Baden-Powell.*

1774. Did you ever consider the difference in the strength of bells and foghorns in fogs, I mean the different strengths in sound?—Yes.

1775. Do you think that good would come of a regulation which established similarity of power in bells and foghorns in ships?—That would not be any good; that could not be any good.

1776. It could not do any good, you think?—No.

1777. You think those things should remain as they are?—They should remain as they are. My sole objection to having these whistles and foghorns going, on vessels at anchor, is the babel of sounds that will arise from it.

1778. I was not speaking of only "at anchor," but generally of sound signals in fog; do you find any difficulty in a vessel not having a loud horn?—You do at times. A small vessel will have a small tinkling bell, but a vessel of about 300 tons or so, as a rule, will have a good bell.

1779. You do not see any necessity for uniformity in the power of the bell?—Yes, I do. I think that would be a very good thing, certainly.

1780. What I want to lead up to is this: do you find it easy to distinguish, in the Humber, the distance of vessels from you by the number of sounds you hear; can you rely upon that?—It depends on the weather to a great extent.

1781. As between one blast and another in the same hour?—Yes, we should find a difficulty in this, there is no doubt about that.

1782. With the foghorns as they now are, you would not be able to tell the distance?—No, you would not exactly.

1783. You say you use the course signals in fogs?—Yes.

1784. I suppose you are aware that the rule itself is only for vessels which are in sight of each other?—Yes, according to this rule.

1785. According to the old rule?—Article 28, I see, mentions only in sight of each other, but this is the first time I have understood it in that light.

1786. In your experience did you ever find a fog so local that one vessel laid outside the fog giving course signals, and another laid inside, hearing them?—Yes, I have seen a fog like that wall.

1787. You have seen that happen in a fog?—Yes.

1788. So that the two signals might be blowing together?—Yes, easy enough.

1789. I understand your contention to be that if you heard one, or two blasts, in a fog, you would not tell whether they were course signals or fog signals?—Certainly not; it is an impossibility.

1790. I understand you think there might possibly be an additional fog signal for vessels not under control?—Yes.

1791. That is to say, vessels not at anchor but with no steerage way on them?—With no steerage way on them.

1792. There might be an additional signal for that state of things?—Yes.

1793. Do I understand you to say, assuming you had this additional signal, you would prefer four short blasts to anything more elaborate, like long, short, long?—Yes, it is more simple, more plain.

1794. That is what I understand to be your view?—Yes.

1795. If there is to be another signal for vessels not under control you would prefer four short blasts?—Yes.

1796. Are you aware that that is the practice on the Thames at the present time?—Yes, I am aware of it, but I have had no experience of the Thames.

1797. You would have no objection to a signal of that kind?—No, not at all. There is one thing I should like to mention, if you will allow me, with reference to sirens on lightships.

1798. I will ask you a question about that if I may now you mention it. Do you find that the fog signals on lightships are, generally, along the coasts, such as can never be mistaken for steamers' signals?—Yes, they are often mistaken, and they are very misleading indeed. In the Humber there is a large number of steam trawlers (something like 320), and a great many of them have these sirens. Our Spurn Lightship blows two bass notes and a treble note, and at a distance away from the lightship the treble note is very often taken for the steamer's siren; at least, the steamer's siren is very often taken for this treble note.

1799. Do you mean to say you might take two blasts of a foghorn and a steamer sound for the lightship?—The lightship blows two low bass notes and one treble note. As a rule, the sirens of these fishermen that I have in my mind are treble notes, and if you are anxiously approaching the lightship and listening for the sound, you sometimes cannot hear the bass notes and may just "catch sight" of the treble note. It very often

Sir *George Baden-Powell*—continued.

often happens that we fancy we have got this lightship, and then it turns out that it is a fishing trawler close to, or a mile off, or a half-mile, instead of the lightship. It is very misleading, and we complain very strongly about it.

1800. Are there any other light-vessels you can mention that are similarly misleading?—Not in the Humber.

Mr. *Penrose FitzGerald.*

1801. How far does your limit come down: to Hasleborough?—No, to Dimlington, about 12 miles north of the Humber.

Chairman.

1802. Is there anything else you want to say?—No, I think not.

Friday, 21st June 1895.

MEMBERS PRESENT :

Mr. Attorney General.
Mr. Egerton Allen.
Sir Michael Hicks Beach.
Marquess of Carmarthen.
Sir Francis Evans.
Admiral Field.
Mr. Penrose FitzGerald.
Mr. Moorsom.
Mr. Robert John Price.
Mr. Parker Smith.

MR. ATTORNEY GENERAL, IN THE CHAIR.

Mr. W. COLQUITT, called in; and Examined.

Chairman.

1803. You are a first-class Liverpool Pilot, and Vice Chairman of the United Kingdom Pilots' Association?—Yes.

1804. And you have been a pilot for 22 years?—Yes.

1805. Chiefly in the Port of Liverpool?—Always in the Port of Liverpool.

1806. I think we know the Port of Liverpool means rather an extensive area?—Oh, yes, it is a very extensive area.

1807. You, of course, have had charge of all classes of vessels?—All classes of vessels.

1808. Have you considered all these new sound signals?—I have given the matter very serious consideration.

1809. What do you say. In the first place, have you taken in any formal way the opinion of your association upon the subject?—Oh, yes, in every way, both formally and individually, and privately, and we are unanimously opposed to these new rules.

Admiral *Field.*

1810. Every mortal one?—Every one, sir. It is a large statement, but it is a correct one.

Chairman.

1811. In the first place, I want to know this: Have you got a particular objection to any individual ones amongst them?—Yes.

1812. Explain to me what you particularly object to in those different rules?—I object to them as a whole.

1813. Now just let us come to the particular ones, please. You see the one called "b"?—Yes, "b."

1814. That is for "a steam vessel under way, but stopped, and having no way upon her"?—Yes.

1815. Do not you think it would be a good thing for you to know when a vessel was stopped like that?—I think it would simply add to the confusion. I do not think it would be of any use to the practical navigator.

1816. Supposing you had not many ships near you, you might very easily understand the signal, might you not. If you heard in a fog a signal of two prolonged blasts with an interval of about a minute between them, you would understand it, would you not?—Permit me to explain. I am giving evidence as a practical navigator in crowded channels, and I object to the rules as a whole, as I have mentioned before; for this reason: that the whole scheme seems to have reference to only two particular vessels.

Chairman—continued.

1817. What vessels?—The rules, as a whole, do not seem to bear in mind that you may be navigating with perhaps 12 or 20 vessels within a radius of half-a-mile.

1818. Will you explain what you mean?—I would like to make myself clear on this point, sir, if I may.

1819. If you please; I want you to?—The rules appear to me as if they were drawn up with only reference to two particular vessels, and as if there were no vessels in that locality except the two vessels approaching each other, whereas, as a matter of fact, in crowded parts like Liverpool, you may have within a radius of half-a-mile 12, 15, or even 20 vessels, all probably making a different course.

1820. Not in a fog?—Yes, in a fog.

1821. They ought to be going very slowly in a fog, ought not they?—Certainly.

1822. Now tell me the situation you are in at the present moment. When you are in the Mersey, or at the mouth of the Mersey, in a fog, and you hear about 12 or 15 vessels sounding their steam whistles all round you (or their fog-horns) you cannot distinguish one from the other, can you?—Well, with what we have under Article 12, it is quite simple. They simply indicate their locality, and then the careful navigator has to look out; but this would be confusion heaped upon confusion, I should think.

1823. I do want to get at the bottom of what you really mean. Take yourself in your present situation, with the present rules being faithfully obeyed; you are in a fog at the mouth of the Mersey, and you have got about 15 vessels all round you sounding their steam whistles or fog-horns, you cannot distinguish between the one sound and the

Chairman—continued.

the other; all you know is that there are a lot of vessels near you, is not that so?—That is so.

1824. And, roughly speaking, you know the direction in which they are?—Roughly speaking, of course. Sound is a very unreliable quantity.

1825. It may be deceptive, if you please, near the land, at all events?—Yes.

1826. But, roughly speaking, you know no more than that at the present time; you hear the sound, you know there are a number of ships near you, but you cannot distinguish one from the other?—Just so.

1827. Suppose they were to sound different sounds in that condition of things, how would it confuse you more?—I am afraid it would add to the confusion. I do not think it would assist navigation in any way.

1828. How would it add to the confusion?—I will just put it to you. I will try to make myself clear on it, anyhow. Supposing you are passing up the River Mersey from Crosby Lightship to the Rock Light. Of course to the Rock Light you have the conjunction of the Rock Channel and the Crosby Channel. You have vessels proceeding inward from the Rock Channel; you have vessels proceeding inward through the Crosby Channel; you have vessels coming out of dock; you have vessels crossing in every possible direction; and I am certain that no matter how alert a man's mind may be (and I think I am just about as quick as most people) if you have this complicated system of fog signals it will be infinitely worse than the simple rule we have in force at present.

1829. So you have said. I am trying to find out in what way it would add to the confusion. There must be confusion under those circumstances, must there not?—I will try and make it plain. Take it in detail. I object, first of all, to the introduction of the word "siren." The old article said, "a steam whistle or other steam sound signal." I do not think a siren is an efficient sound signal. I know, as a matter of fact, it is one of the most confusing signals that can ever be put aboard a ship. All vessels, in my opinion (with the exception of one) that carry a siren always carry a fog-horn, at least a steam whistle, rather, and the steam whistle is used for fog purposes, the siren for telegraphic purposes.

1830. But a ship can give a signal by a siren now; is not that the law now; is not that the custom now?—It is a question for you to consider; but the introduction of the word "siren" here seems to me to interfere with the "efficient steam sound signal" under Article 12.

1831. I want to know from you whether or not the siren is now used by a steamship. It is often used, is it not?—For fog purposes never, in my experience.

1832. Is it never used?—Not for fog purposes. It is used for signalling boats, for getting coal, and that kind of business, or to tell the owner when the ship is going to arrive; that is the principal use of it.

1833. That is your first objection?—Yes.

1834. I will not enter upon what other witnesses have told us about the use of the siren. Now, about the rules themselves; do you object

Chairman—continued.

to "b"?—I do not object to "a"; that is similar to what we have at present. I object to "b."

1835. "A" is the old rule, is it not?—"A" is the old rule, of course.

1836. "B" is a new rule; do you object to that?—Yes; I object to that, because I think that if a vessel is giving the "a" signal prescribed by that sub-section, it may be taken up by another vessel in her immediate neighbourhood, and be mistaken for the signal prescribed by Sub-section "h," the telegraph ship.

1837. That is Sub-section "h"?—Yes.

1838. Do you think that three prolonged blasts in succession may be taken for two prolonged blasts, with an interval of about one second between them?—No. I think it is rather important, and would like to make that clear to you. I think if a vessel is making two prolonged blasts, when she has finished with them, that signal may be immediately taken up by another vessel in the near vicinity, and then another vessel approaching her might mistake it for the signal indicated by Sub-section "h."

1839. You mean a combination of the sounds of the two vessels might mislead a third vessel?—Certainly; you would think it was one vessel, instead of its being two.

1840. I will not enter upon that; but it would be the same thing, would it not, between the two first rules that exist now; Rule A. of the present rules, and Rule B., might be equally confused in that way, might they not?—No, I think Rule A. refers to a steamship, and Rule B. to a sailing ship; one is made with a steam whistle, the other with the fog-horn.

1841. I see your point plainly; the one is made with the fog-horn, the other is made with the siren?—Yes.

1842. Is that your objection; that there might be confusion between one signal and another?—That is one of our objections.

1843. Is there any other objection if——?—If you would permit me to refer to it, there is a most important point I should like to submit. I do not know whether it is pertinent to this inquiry; if it is not on the detail, it is on the principle.

1844. If you please?—You must remember that in connection with the Port of Liverpool the Board of Trade laws do not insist that every person in charge of a vessel should have a certificate of competency, or pass any examination, or give any proof whatever, that he is conversant with the present rules. Now, while we have a class of men like that in existence (and it is certain we have) it is most dangerous to navigation to introduce more complicated signals than we have at present when we have no security that these people will read them.

Mr. *Penrose FitzGerald.*

1845. What are the class you allude to, who have steamships under their command that have no certificate of any sort, either coasting or otherwise?—Coasting vessels.

1846. They have a certificate?—No; subject to correction, I say no. I say that a steamer in the coasting trade not carrying passengers is not compelled to employ a certificated master or officer.

1847. We have got the Board of Trade regulations

Mr. *Penrose FitzGerald*—continued.

gulations here?—I think I am right; I say that subject to correction.

Chairman.

1848. I am told by the Board of Trade that that is right in the case of coasting vessels not carrying passengers?—If they are not carrying passengers you are not compelled to employ a certificated master or officer.

1849. You mean you might have inefficient men in command?—Certainly; we know, as a matter of fact, that we have these inefficient men in command. The Mersey is inundated with shipwrecks, and one thing and another, through this small class of vessel. The men in command do not know the rules of the road: they know nothing.

Mr. *Penrose FitzGerald.*

1850. The Board of Trade rules are always posted up, are they not?—It is a fact that they pass no examination, and have no certificate.

Chairman.

1851. However, you are afraid that inefficient men might get into a fog?—I am certain of it.

1852. Whether certificated or not, they would do so if they did not take the trouble to make themselves familiar with the rules?—A certificated man is always more efficient than an uncertificated man.

1853. Probably he is; I think you also say that the present mechanical means of producing these sounds are unreliable?—Yes, they are unreliable.

1854. You mean the apparatus is not what it should be?—I do not think that exactly expresses my meaning. What I mean is this: that sound is a very erratic quantity altogether; you can never locate it. I have been coming up with vessels into the Port of Liverpool and have heard the lightship's horn, as I have thought, right ahead; the master has thought it a little on the port bow, and when we have actually sighted the object, we have found that both were wrong, and that the sound was on the starboard bow. You cannot locate sound, especially with a cross wind.

1855. Does not that apply to all sound signals?—Certainly.

1856. The present ones as well as the others?—Certainly.

1857. Therefore the passing of these new rules would not make sound more "erratic" in a fog than it is now, would it?—No, the sound would be the same, but it would make it more complex.

1858. That is what you have said already, it would be more complex. Also, you say, that the proposed signals would create a feeling of safety in the minds of the persons using them when, in point of fact, there was no certainty that they had heard all the signals?—Yes, I think so.

1859. Do you think it would tend to inspire people with great confidence?—I think it would be conducive to navigation when navigation was not safe. People would rely on these signals, and when they got in a mess among a whole lot

Chairman—continued.

of vessels, I am afraid they would find their crutch would not carry them.

1860. The opinion you say you express is that of other pilots and of all your association. Have you held any meeting of the pilots?—Yes, we held three or four.

1861. When was that?—I could not give you the dates; it was prior to the holding of the Departmental Committee. We considered the matter most thoroughly.

1862. Prior to the holding of the Departmental Committee?—Yes.

1863. Your view was that there should be no change at all, as I understand?—Well, some; but not this change.

1864. Do you think any change would be desirable; if so, will you kindly tell us?—Well, we have not given any particular attention to that. No; we are quite satisfied with the signals at present in force.

1865. Then you do not want any change?—We do not want any change.

1866. You prefer going on as you are?—We prefer going on as we are; we are open-minded; of course, all seamen are open-minded. You may naturally think we are conservative, but we are not, sir; we are a most progressive body of men. If the Board of Trade or anybody else can give us any assistance superior to Article 12, we would be glad to adopt it; but we say Article 15 is infinitely worse.

1867. Do you know the body of authority by which these rules were supported in America?—Yes.

1868. And you know what is the opinion of many distinguished naval officers; you think highly of naval officers, do not you?—Yes; I think highly of them. I think they have made a sad mess of it, sir; that is all I can say.

Sir *Michael Hicks Beach.*

1869. Your evidence applies mainly, I see (in fact, almost entirely) to crowded waters?—To crowded waters entirely.

1870. When you are in crowded waters now, among 12 or 20 vessels, the present signals are very difficult to understand, I suppose, are not they?—No; the present signals are quite simple. They are simply that a steamer in going along blows his whistle not less than every two minutes. That is all you have, with the exception of the optional signals under Article 19. There is only one compulsory steam signal now.

1871. Suppose a great many ships are making the signal all at the same time, or nearly at the same time; is not that confusing?—Of course it is more confusing than it would be if there was only one.

1872. What I mean is, that in any case, without any kind of signals, must there not be a very great difficulty in crowded waters, and with a great many ships near to you, in distinguishing whether one ship is signalling, or two, or three, or four, or how many?—Quite so; I quite grasp that; it is so.

1873. Therefore, what these new signals really do is to add to the confusion which must already exist in the nature of things?—Just so.

1874. Now supposing the existing system could

Sir *Michael Hicks Beach*—continued.

could be retained in crowded waters (by "crowded waters" I mean such as the direct entrance to the Port of Liverpool) and the new signals generally adopted, for all general purposes, what should you say to that suggestion?—Not these, I should say.

1875. You do not like them anywhere?—I do not like them anywhere.

1876. Have you ever had any accident in a fog?—No; I never hit a vessel under weigh in my life.

1877. I suppose when you get into a fog you almost stop your ship, do not you?—I stop, or anchor, or proceed, as judgment directs is proper, but always with care.

1878. Therefore, any amount of noise would not prevent your still being very careful?—I am afraid these rules would be a direct incentive (not to me, because I know the danger of them) to many navigators to proceed when they should not.

1879. But the more confusing the different noises might be the more care would be taken by anybody who really knew his business?—Perhaps not; I think not.

1880. Do you think not?—I think there are a class of mariners who would proceed under the supposed safety of these new rules, and then, when they got in the midst of a lot of vessels, they would find that the new rules, instead of being an assistance, would be an injury to them.

1881. No pilot would do such a thing, I suppose?—Well, there are pilots and pilots, the same as there are captains and captains.

Marquess of *Carmarthen.*

1882. I think we may take it that your general idea is that the simpler the rules are the better, taking into consideration the fact that many of the men are not experts on the question of fog signals?—Just so: not certificated men; I prefer putting it in that way.

1883. And you have just told Sir Michael Hicks Beach that you think many of the men would look upon these rules as an incentive to go on, when under the old rules they would bring up their vessels?—Quite so.

Mr. *Penrose FitzGerald.*

1884. I just want to ask you about this question of the siren as at present the rules stand. I am not asking to find fault with you, but only to get your opinion?—Certainly.

1885. A siren may be used, may it not, under the present regulations by a steam vessel?—It may be used.

1886. Under the present regulations?—Yes, it may be used. The Article says: "Or other efficient steam sound signal." The new rule says only the whistle or siren.

1887. You can only use it under these terms?—It seems to convert the words "efficient steam sound signal" into the word "siren."

1888. Practically they do use it, do they not?—They do not use it for ordinary fog signals.

1889. They do not?—They do not.

1890. I do not want to go over the ground already gone over; I want you just to confine yourself to this siren?—Just so.

1891. In your opinion, will the admissibility of the siren being used instead of the steam whistle under the new rules be likely to cause any additional danger to the mariner from mistaking it for the siren or horn of a light vessel?—Undoubtedly.

1892. Do you know the north-west lightship?—Yes.

1893. Has she a siren?—No, sir; a mere foghorn.

1894. You know the Skerries?—Yes.

1895. Is there a siren there?—There is a siren there.

1896. What is that; siren?—That is a siren.

1897. Would that be one that would be likely to be mistaken by the mariner for a vessel under way?—It is quite possible; and there is the North Wall fog signal; that is a siren.

1898. Do you know the "Stack"?—Yes.

1899. Is that a siren?—That is a siren.

1900. Do you know Cardigan Bay lightship?—Of course you are taking me out of my district there.

1901. At all events, your opinion is that it increases the danger by allowing the steamer to use a siren, inasmuch as it might be mistaken for the light vessel or the lighthouse foghorn?—Undoubtedly; but in addition to that I have an objection to the siren, because any sound is difficult to localise, even a steam-whistle; but the siren is infinitely more difficult to localise than the steam whistle.

Admiral *Field.*

1902. You have told Mr. Penrose FitzGerald that you think the siren might be mistaken for the lighthouse or lightship. When you are in pilot water would you not also have your soundings to go by to prevent the possibility of mistaking the one for the other?—Yes.

1903. Therefore, in pilot water you would not be afraid of mistaking the siren of the steamer for the siren of the lighthouse?—I *would* be.

1904. When you pay attention to your soundings?—Yes, even paying attention to the soundings.

1905. I will take your answer. You told Sir Michael Hicks Beach just now that your experience was mainly limited to crowded waters in the Port of Liverpool?—Yes.

Sir *Michael Hicks Beach.*

1906. That is not quite so, is it. I daresay your experience goes all over the world. Your evidence is what I said, not your experience?—I prefer to keep myself to the Port of Liverpool as near as I can.

Admiral *Field.*

1907. As a pilot in crowded waters your experience has been very large. Have you ever commanded a ship yourself on ocean voyages?—No; I am a first-class Liverpool pilot.

1908. You are simply a pilot performing a most important and responsible duty. I only want to know how far your experience has extended. You have told other gentlemen that you dislike the whole of the signals and will not entertain the question of adopting any of them?—I would entertain them; I have entertained them, but I find I cannot adopt them.

Admiral *Field*—continued.

1909. You will not take a favourable view of any portion of them?—No.

1910. We must bring you down to particulars if we can?—Very well, sir.

1911. We will begin with one of the most important signals, one which the United States insists upon; the towing signal "f"?—Yes.

1912. If you were a mariner out in the open sea, do not you think it would be desirable to know whether a ship was being towed or towing?—I have been a pilot for many years, and I have never known yet, or heard anybody express the view, that a vessel towing should have any different signal than a steamship under way. I wish to put this point: Why should a vessel towing have a different signal to a steamship under way; is it on account of the length? I suppose that must be the idea that is permeating people's minds when they wanted to prescribe a different signal; but, as a matter of fact, a vessel towing (an ordinary tug-boat with, say, 30 fathoms of hawser out, and an ordinary ship astern of her) is no longer than any of our ordinary Atlantic steamers. Take a tug-boat 20 fathoms long, with 30 fathoms of hawser out, and a ship 250 feet long astern of that, and then it is only the same length as the "Campania," or less than that.

1913. I will not pursue the question. I will take your answer as it stands. You told the Chairman just now, when he pressed you upon the point of the "b" signal (two prolonged blasts), you objected to it, because you said you might hear another fog blast, an ordinary fog signal, under "a," or it might be a telegraph ship under "h"?—Yes, I said "b."

1914. Then you were asked by the Chairman: "But surely two prolonged blasts could not be mistaken for three?" and your reply was that another vessel might sound a long blast so that you might think it a telegraph ship. Have you ever met a telegraph ship in crowded waters?—Never in my life.

1915. Then do not you think that that objection is not a very forcible one?—I do think it is not a very forcible one.

1916. Therefore that answer would not support your view quite?—No.

1917. May I ask, have you any very strong objection to any other signal which has been advised in these rooms for a vessel at anchor at sea. A vessel at anchor in a fair way is a different thing to a vessel at anchor in an open roadstead?—Do you wish me to explain my views upon that?

1918. No; answer my question shortly, otherwise we shall be so long over the evidence. If other officers of the mercantile marine, as well as of the Royal Navy, have strongly pressed that signal "e" is most important, and should be insisted upon for a vessel at anchor in a fair way (not in an ordinary anchoring ground), and that she should have a right to use her whistle (two long blasts), and also to ring her bell, what would you say to that?—I should say those eminent gentlemen took a wrong view upon the matter. I would like to point this out: Who is going to define what is "ordinary anchorage ground" and what is not "ordinary anchorage ground"? Now, for instance, take the Port of Liverpool, from the Rock Light down to Point Lynus; that is practicable anchorage ground the whole distance, but still it is not "ordinary anchorage ground." I am in charge of a vessel, and am in anchorage ground; I will have to go and have a long legal argument with the captain to get to know whether it is "ordinary anchorage ground" or not; that is one difficulty we should have in the matter.

Admiral *Field*—continued.

1919. If you were at anchor in the Port of Liverpool in the approach to the Mersey you would still have only the bell?—I would still have only the bell.

1920. Then you do not care about "e"?—No.

1921. I will pass on to "g," "way off my vessel"?—I think that is a superfluous signal.

1922. May it not be combined with advantage with the "B" signal, two long blasts; would you object to it then?—I would rather give the matter consideration; I would not like to answer that, that is a complication I have not taken into account.

1923. Then I do not think I need trouble you further?—But I would like to point out this: There are three signals here that seem to me to be one. This is one: "The way is off my vessel. You may feel your way past me."

1924. That is "g"?—It is not the duty of one navigator to invite another to feel the way past him; if he signals he is stopped, that is sufficient. If you have "b" you do not want "g."

1925. Then I have got the answer from you that "g" might be combined in "b"?—If you have "b" you do not want "e."

1926. Might not "vessel not under command" also be included in "b" according to your view. If the way is off the vessel she is stopped?—This is a superfluous thing altogether, "i."

1927. Then you say "b" would cover it?—"b" would cover the whole.

Sir *Francis Evans.*

1928. I should like to ask a question on just one point: Two ships approach one another; the ships might sound their two long blasts, you say, and you might mistake a third blast where it came from another vessel?—Yes.

1929. Did you ever hear two whistles alike?—Yes, hundreds.

1930. That is a new experience?—Hundreds alike I have heard.

Mr. *Penrose FitzGerald.*

1931. Did the Committee understand you that, in your opinion, one of the most fruitful sources of collisions at the mouth of the Mersey comes from the class of ship that has not got a certificated master?—Quite so, but for collisions, I would say accidents, caused by uncertificated persons.

Admiral *Field.*

1932. I forgot to ask about the helm signals. Do you wish to retain the helm signals?—Optional. I wish to retain them as they are: "One short blast to mean 'I am directing my course to starboard.' Two short blasts to mean 'I am directing my course to port.' Three short blasts to mean 'My engines are going full speed astern.'"

1933. Do

Admiral *Field*—continued.

1933. Do you wish to keep those helm signals?—As optional signals, and not as compulsory signals; we believe, if made compulsory, they will add to the present confusion.

Admiral *Field*—continued.

1934. You use them?—We do use them in case of emergencies, and nearly always in clear weather; in foggy weather we never use them at all.

Captain TAYLOR, called in; and Examined.

Chairman.

1935. YOU are the captain of a vessel, are you not, of the General Steam Navigation Company?—Yes.

1936. You have been 42 years at sea?—Yes.

1937. In the Atlantic, the Mediterranean, the Black Sea, and the Baltic?—Yes.

1938. In fact, I suppose, you have very large experience all over the world, from time to time, all over the seas?—Yes.

1939. Also in the coasting trades?—Yes.

1940. Twenty-nine years in command; and you hold a pilot certificate for the same period?—Yes, that is right.

1941. Have you been in American waters?—Only when I was young.

1942. I believe you appear to give evidence on behalf of the London Short Sea Traders' Association?—Yes.

1943. What do you say in regard to these rules?—I am of the same opinion as all our masters; I object to the new rules.

1944. Will you tell me first your general ground of objection; put your general ground of objection?—I object, because I have always found the old rules sufficient, and I think the new rules would only cause confusion.

1945. You mean confusion in crowded waters?—Yes, in crowded waters, of course.

1946. You do not mean confusion when the waters are not crowded?—No, not when the waters are not crowded.

1947. When the waters are not crowded, do you think there would be confusion then?—Which particular signals do you mean?

1948. I was rather taking you generally. Will you tell me. Do you think that any of them would produce confusion?—Yes.

1949. When the waters were not crowded; if there were only two ships or three ships within hearing, say?—No, I should prefer to have the rules remain as they are.

1950. Yes, yes; but we are trying to get the reasons, you see, captain; what do you say, do you think that if it was not in crowded waters; if there were only two ships within hearing of one another that there would be any confusion then by reason of these signals?—Possibly not.

1951. You do not think there would be any danger?—I do not think there would be if there was only one ship within sound.

1952. In crowded waters you have a great number of ships; we have been told there are as many as 15 sometimes within a radius of a mile?—There, I think, there would be confusion.

1953. There is there already, is not there?—With the one signal?

1954. Yes?—Not so much; because we always stop when we hear another steamer.

1955. Could not you do that if you heard

Chairman—continued.

another steamer, whatever the sound was that the other steamer emitted?—It would double the noise without any benefit.

1956. Would it do any harm. The more noise the more caution?—I do not say it would do any harm; I do not know that it would do any harm.

1957. You do not think it would?—No.

1958. I mean even crowded waters. Do you think any harm would arise from using these new signals. You have got them before you, all of them. Do you think there would be any increased danger arising in crowded waters?—No; I do not think there would.

1959. There would be more noise?—There would be more noise.

1960. That would not terrify you, would it?—It is bad enough as it is. I had 28 hours last week sounding the steam whistle.

1961. You might be more careful, might not you, in consequence?—I do not think so.

1962. Do you think that men would be likely to try and use these new signals, or would regard these new signals as an encouragement to go ahead in a fog?—Yes; I think very likely they would.

1963. They would be very wrong, would not they, if they did?—Yes; I should think so.

1964. Then why do you think they would be led to do that?—I should think they would take it that they were permitted to do it, and that it was intended that they should do it.

1965. You mean notwithstanding they were told in Article 16 that it was not so. It is not said so in terms, but in substance; they are warned in Article 16?—Yes, there is no doubt many of them in their anxiety to get on would do it.

1966. They do it now?—Then they do it with the one signal.

1967. Do you think the alteration of the rules would increase the desire to make a fast passage?—Yes, I think so.

1968. That is strange, is it not?—How do you think that mental operation would come about?—There is the signal to say: "I am stopped; you can crawl past me." A man would be tempted to do that under this rule, where he would not do it with the one blast. He might have 20 or 30 steamers round him. They would be making different signals; he would be confusing them as well as himself.

1969. The fact is that if he was a sensible man, hearing all these new sounds, he would probably stand still; stop his engines?—Yes. Then, therefore, why should we have a new sound; why should we be troubled to have to think about a new sound.

1970. That may be disagreeable to have (to think

Chairman—continued.

think about the sounds), but you do not think it would add to the danger?—I think it would.

1971. You think it would?—Yes, I think it would be taken as a signal to the other ship to come on.

1972. And that is the way you think it would add to the danger, because it would operate as an encouragement to a steam vessel to go ahead in a fog?—Yes.

1973. That is not so much the opinion of a nautical expert as of a man of good sense conjecturing what would happen?—I do not say I should do it myself.

1974. I am sure you would not. What do you say about these particular rules? Have you any criticism to make upon the particular rules; in the first place, about the siren?—The siren I object to.

1975. Under the rules now a siren can be used by a steam vessel, cannot it?—Yes.

1976. And is used?—And is used.

1977. I mean frequently used?—Yes.

1978. The last witness perhaps misunderstood me, or was mistaken, but it is the case that that is no change; the siren could now be used, and would be able to be used under the new rules?—Yes.

1979. Would you like to continue that?—Oh, no.

1980. I will take the other rules; are there any particular objections that you have to them, the new ones, I mean, "b," "e," "f," "g," "h," and "i"?—I do not see the necessity for "b."

1981. Is not that information that you would like to have if you could get it in a fog?—If there was only one other steamer within hearing it might be possibly a benefit.

1982. Do not you think it would be a good thing if there was only one steamer?—I think it might be in that case.

1983. It might be valuable to have that knowledge?—Yes, but not when cast among a crowd of steamers.

1984. I quite understand. You say if there was one steamer near you it would be valuable?—Yes.

1985. Or we might, perhaps, say even, if two steamers were near you, at all events, a small number?—It would depend on their position, then.

1986. What do you say about "e"; do you think that would be a good signal?—Not at all.

1987. You have studied what "e" is, have not you?—Yes.

1988. At present, I suppose the signal would be ringing the bell simply?—Yes.

1989. Now, is not it the case that the bell cannot be heard at a very great distance?—We can generally hear it far enough if it is a good bell.

1990. Do you mean in a fairway?—Yes.

1991. Supposing a steamer is navigating in a fairway, and going at a pretty good pace?—He has no business to be going at a very great pace amongst bells.

1992. He has not; still, if he was doing so, he would like to have information as soon as possible of a vessel anchored in a fairway, would not he?—I think the bell is quite sufficient. We come down the Elbe, where the tides run stronger than they do in the Thames, amongst the bells of steamers.

Chairman—continued.

1993. It would do you no harm, at all events, to hear the two sounds followed by the bell?—I think it would.

1994. What harm could it do you?—I might take it for a vessel making the signal that he was starboarding his helm.

1995. As a helm signal in fine weather?—As a helm signal.

1996. You have no right to use that in fogs, have you?—No; but sometimes it is done.

1997. Sometimes ships use the helm signals in a fog, do they?—Sometimes; not in crowded waters; they would not do it there.

1998. Those helm signals really are course indicating signals in fog, are not they?—They are only intended for fair weather, of course, and in narrow waters, where the vessels can see each other.

1999. In regard to the vessel towing: do not you think it would be very desirable to know that the vessel was towing?—I have never found any difficulty; but if I was towing another ship I fancy I should like to let others know.

2000. You would like to have that signal?—Yes.

2001. Would not you like to have that signal?—Yes; but I do not agree with the signal they give here.

2002. You do think you would like to have that signal?—I would like to have something more distinctive.

2003. "One prolonged blast followed by two short blasts"?—I do not think that is clear enough. I think we might have a difficulty in distinguishing that.

2004. At all events, in your view, a signal is a good thing for that situation, only you would prefer a more clear signal?—Yes.

2005. Now, "g," that is an optional signal: "You may feel your way past me." That is not compulsory at all?—No.

2006. Do you object to its being optional?—I do not see the use of it.

2007. Would it do any harm?—I think the two blasts are quite sufficient.

2008. Would it do any harm?—It might do harm; that is, amongst a crowd of ships it might do harm, or it might lead to harm.

2009. Now, "h;" that is a telegraph ship. I do not know that you have often met telegraph ships; some captains have told us that they have never seen one of them?—I have met them on three occasions.

2010. Laying telegraphs?—One was the same ship on two different passages.

2011. Then it would very seldom occur, would not it?—Very seldom.

2012. Do you think it would do any harm?—I do not see why they should have a different signal.

2013. You think it would be well, perhaps, to amalgamate that signal with one of the others, if you could?—Yes.

2014. It would be the same sort of thing as a vessel

Chairman—continued.

vessel at anchor in a fairway?—Or not under command.

2015. Or a vessel not under command?—Yes.

2016. So "i," the next one, is "a vessel under way, which is unable to get out of the way of an approaching vessel through being not under command"?—Yes.

2017. You think that ought to be amalgamated with the telegraph ship?—Yes, I do not see the difference.

2018. But otherwise you think it would be a good thing to have a signal to show that there was a vessel there not under command?—Yes.

2019. So that you do not altogether "curse" these rules; you "bless" them to a certain extent, do not you; there is some good in them, is not there?—I do not see any advantage in them. I am quite satisfied with what we have; I have always found them sufficient as they are.

2020. We are all apt to be satisfied with what we have been working with. Very well, captain, that is your opinion upon these rules?—Yes.

Marquess of *Carmarthen.*

2021. You said that a siren is constantly used. The last witness told us that it is never used in a fog. Do you mean used in a fog, or only in fair weather?—I have frequently heard them in fog on these coasts and been deceived by them. When expecting to hear the Shipwash Lightship, I have heard a steamer's sound, and mistaken it for the Shipwash.

Mr. *Penrose FitzGerald.*

2022. The Shipwash?—Yes; of course, we soon find out the error, but still these signals resemble those of the lightships.

Marquess of *Carmarthen.*

2023. Does not the siren very often begin low and get loud, so that the captain of the ship who heard the low begin might think that he had made a long blast, whereas to you at a distance it would only sound as a short blast, because you had not heard the commencement of it?—I do not quite follow you.

2024. When they begin to make the sound on the siren, is it not very often at the commencement quite a low sound, gradually increasing in volume?—Yes.

2025. Might not the captain of the ship therefore, he being on the bridge of the ship, and hearing the sound at the commencement, think he had made the long blast, whereas, to you, at some little distance off, it would only sound as a short blast?—Yes; that is quite right. Even with the ordinary whistles in cold weather we frequently make a long blast with the first one; we cannot help it. It might sound short to someone else, but it has to be long to get the water out of the whistle.

2026. But a siren is more likely to do that than a steam whistle, is it not?—Yes; on account of commencing low.

Mr. *Penrose FitzGerald.*

2027. May I take it that in your opinion there is a danger of confusing the siren horn of the steamship with the siren horn of the lighthouse or lightship?—Yes; I do not think sirens ought to be allowed to be used at sea at all.

2028. One other question: Do you know the innovation that we have had in some waters called the "whistling buoys"?—Yes.

2029. What is your opinion about those. Is there a danger of mistaking the whistling buoy for anything else?—No.

2030. That is a clear distinct sound that you cannot very well mistake for a steamer's horn or whistle?—No; that is more of a groan.

Admiral *Field.*

2031. About this siren, in answer to my friend on my left, you object to it because you told him it might be mistaken for the sound of a lighthouse or lightship?—Yes.

2032. But if you were approaching land you would also have your lead taking soundings?—Yes.

2033. You would know where you were?—No; you do not always know where you are, sir.

2034. You would know pretty well by your soundings whether you were somewhere near the lighthouse or lightship, would not you?—Oh, no. I am approaching the east coast, say; I might be seven or eight miles from the Shipwash, and I might be mistaken, hearing a steamer's siren, going in for the shore in the same way that I am going in, and think that it was the Shipwash Lightship.

2035. You do not think the soundings sufficiently guard against the siren used at sea being mistaken for the lighthouse sound or the lightship sound?—No; I do not mean to say you need keep the mistaking up long, because as you approached it you would find a distinction in the sounds; the lightships have more than one sound as a rule.

2036. Then you do not think very much of that protection?—No; I have been deceived by it at the first hearing of the sound.

2037. You have stated your general objection to most of the signals; but you said in answer to the Chairman that some of them might be blended with another signal. I want to ask you again about signal "e." You told the Chairman you objected to that?—Yes.

2038. A vessel not at anchor in an ordinary anchoring ground and in a fairway somewhere off the land?—Yes.

2039. You do not think any other signal is necessary than the ordinary bell?—No.

2040. Is not that a very dangerous position for a vessel to be in, in the fairway?—Vessels are going very carefully if you are passing them at that time.

2041. May I ask you this: At present it is laid down that such a ship shall ring a bell, and that she shall also use the two long blasts as in signal "b" for a vessel stopped?—Yes.

2042. If the vessel is at anchor she is also stopped?—Yes.

2043. But she is powerless because at anchor; why, therefore, would you allow her to use the "b" signal as a vessel stopped showing that she is stopped, she being at anchor?—I consider the bell quite sufficient. I should prefer it to remain as it is.

Admiral *Field*—continued.

2044. Would you compel a better bell. Some of the bells are very defective?—Yes; I passed a vessel one day that was ringing a crowbar.

Mr. *Penrose FitzGerald.*

2045. Do you know what his nationality was?—He was a Dutchman. He had one crowbar hanging up, and was striking it with another.

Admiral *Field.*

2046. Is not that rather an argument in favour of adding two long blasts?—No; with a good bell I should be quite satisfied.

2047. Looking down the list (I do not want to press you too much), the Chairman got from you most of the answers I wanted as to "g," "h," and "i," the three rules: "way off my vessel," "telegraph ship," "vessel not under command." Might all those three signals, in your opinion, be eliminated, as they could properly be placed under "b," "vessel stopped"?—Yes.

2048. Or you might put the telegraph ship under the towing signal "f"?—Yes; the telegraph ship would not be under command.

2049. You would rather have that blended with "f"?—No.

2050. At all events, you would eliminate these three signals if you had a free hand?—Yes.

2051. Suppose we cannot eliminate all. I want to get this from you: those are the most important in your opinion, "g," "h," and i"?—I do not see any necessity for "g."

Admiral *Field*—continued.

2052. Nor "h"?—Nor "h."

2053. Nor "i," if you adopt "b"?—Yes.

2054. They might all be included under "b," you think?—Yes.

2055. Now, coming to "b" and "i," which do you prefer of those two, supposing opinions differ; the "i," you know, is four short blasts, and "b" is two long blasts?—They both mean the same thing.

2056. Just so; but which do you prefer of the two?—The two blasts.

2057. We have had other captains who preferred the four?—I should prefer to use the four, as we do now, in the river.

2058. You cannot have one rule in one place, and one in another?—We already use the two as one signal in the river; therefore, I should like to keep the four blasts for when we were not under command, or if there was anything in the way so that we could not manœuvre.

2059. As you have already stated, you do not think "i" necessary; you think it might be blended with "b?"—In a fog you are speaking of?

2060. Yes; I mean in a fog, of course. All this is limited to fog?—Then I should prefer the four blasts.

2061. You would prefer the four of "i" to the two under "b"?—Yes.

Friday, 28*th June* 1895.

MEMBERS PRESENT:

Mr. Egerton Allen.
Sir George Baden-Powell.
Mr. Blake.
Marquess of Carmarthen.
Admiral Field.
Mr. Moorsom.
Sir Richard Webster.

SIR RICHARD WEBSTER, IN THE CHAIR.

Captain KARSLAKE, R.N., called in; and Examined.

Chairman.

2062. YOU are now, I think, in command of the "Duke of Wellington"?—Yes.

2063. Have you any statement with reference to the rules that you would wish to make, or would you rather prefer questions to be put to you?—I will make a statement if you like.

2064. If you make a statement it may shorten matters. I daresay you understand we have had a great deal of evidence on various points, and therefore in all probability if you make your statement the Committee will be able to see whether they would like to put any specific questions to you?—I am taking, of course, Article 15; that is the one I am giving evidence upon.

2065. Yes?—I think in the rule of the road at sea the rules should be as few and as simple as possible. You have to make them for all classes of people. I am inclined to think that these rules are rather too numerous. I will take them in succession. The first one "a": "a steam vessel having way upon her shall sound, at intervals of not more than two minutes, a prolonged blast." That is practically what is done now.

2066. Yes, that is the old rule?—Then comes the next one, "b," which is: "a steam vessel under way, but stopped and having no way upon her, shall sound, at intervals of not more than two minutes, two prolonged blasts, with an interval of about one second between them." That is a new rule, and I think it is a good one. The "sailing vessel," "c," is practically, I think, the same as at present; then "d," "a vessel when at anchor," is the same, but I think that "e" is a very good one. That is entirely a new rule: "a vessel, at anchor at sea, when not in ordinary anchorage ground, and when in such a position as to be an obstruction to vessels under way, shall sound, if a steam vessel, at intervals of not more than two minutes, two prolonged blasts with her whistle or siren, followed by ringing her bell; or if a sailing vessel, at intervals of not more than one minute, two blasts with her fog-horn, followed by ringing her bell." That is a very good rule; it is one I have carried out myself on many occasions when I have been in exposed anchorages. I do not think the bell is sufficient; I have used a siren or a whistle. I think any officer in command of a ship should do what he thinks best, and I have always done that; and, as I say, I think that is a good rule. With regard to the towing (letter "f"), I have no doubt that opinions will differ as to this, but I do not know why a man should want to steer so close to a ship's stern as to shave that ship, but at the same time I believe that, this being an international thing, there must be a certain amount of give-and-take, and I have no doubt there are countries which use towing more than we do; I see no harm in it. Perhaps, on the whole, it is a good rule; I think it is. I think that "g," "h," and "i" may all come under the head of "b"; I think that "b" governs all those; I have been at sea a great number of years, and I have never seen a telegraph ship at all; I mean at work.

Chairman—continued.

2067. Probably that is sufficient at present for your purposes; that is what you would desire to say?—Yes.

2068. I should like to ask a question upon one or two specific matters; do you consider international concurrence is of importance or not; do you think it is important that there should be a general consent of maritime nations to some rules?—Certainly.

2069. I suppose you would agree that "b," showing that a vessel is stopped as distinguished from having way upon her, is of importance?—Yes.

2070. Do you think any difficulty would be found in distinguishing that signal, the two prolonged blasts under "b," or not?—Of course, at times there might be a difficulty in it; this rule appears to be drawn up as if you had only got one or two vessels in sight; we know that constantly (off headlands for instance) there are heaps of vessels.

2071. In your opinion, ought a boat to stop at once if it had a number of vessels round it whistling,

Chairman—continued.

whistling, and was not able to understand them?—It should go certainly under very easy steam.

2072. And if in doubt, stop?—And if in doubt, stop. I would prefer just to keep the ship going, I think, because you have in that way got more command over your ship.

2073. Some witnesses have suggested that there is an objection to using both the siren and the bell to indicate anchorage; I understand you to say you do not think there is any objection to that, and that you have yourself used it?—I have on many occasions. I was employed some years ago in the Newfoundland fisheries on the coast of Canada, where fogs are very prevalent. I have constantly anchored in an exposed place, and always kept the siren or whistle going.

2074. With regard to "f," which you have already spoken about, and which you say on the whole is good, I suppose it might be desirable under some circumstances to know whether a ship had got another in tow of her or not?—Yes.

2075. Do you think any confusion is likely to arise by one prolonged blast, followed by two short blasts or not. Can you suggest any other signal better than that?—No, I think that is good.

2076. With regard to what you have said about "g," "h," and "i," which the Committee, I think, quite understand, for they have had the same view presented before, that they are really branches of "b" (a vessel not being under way, or not under command), I should like to ask you, do you think there is any danger likely to be created, even assuming a man does not exactly understand, we will say, what the "g" means, or the telegraph signal; do you think it is likely to produce any danger, if you have the "g," "h," and "i"?—I think it would cause a good deal of (perhaps) doubt and confusion, and possible danger.

2077. But, if there was doubt and confusion, it would be the man's duty to act as though under "b," and to stop his ship?—Yes, and I have said from the first that I think "b" governs the whole of these.

2078. Practically, you think, having regard to the importance of international concurrence, "g," "h," and "i," regarded as a branch of "b," would not be likely to create any amount of danger or difficulty; is that your view?—The "g," "h," and "i," all coming under the head of "b," I do not think it would.

2079. You do not think they would be objectionable as a whole, having regard to the importance of getting what I may call international concurrence?—Retaining these?

2080. Retaining "g," "h," and "i"?—No, I should obliterate "g," "h," and "i" altogether, because I think "b" governs them.

2081. One question more, please. Supposing we thought that it was necessary to keep "g," "h," and "i" in order to get the nations to concur, do you think the difficulties that might be caused by "g," "h," and "i" are so serious that we ought to sacrifice all the rules rather than let those stay in? Do I make my meaning clear?—Quite. I think I would prefer to see them abolished.

2082. You would prefer to have them out?—I would prefer to have them out.

Chairman—continued.

2083. You would rather have no international concurrence in the rules than have them in? Supposing you were told that unless "g," "h," and "i" stand the rules must go overboard, what would you say to that?—I should think that it would be hardly likely that that would take place, would it?

2084. You think they are not of sufficient importance standing by themselves to wreck the rules?—No, I should think not.

Marquess of *Carmarthen.*

2085. I want to ask you one question about "e." You said that you considered that a very good one where you ring your bell as well as blow your siren or whistle when brought up in the fairway?—Yes.

2086. Now do not you think there is great danger that the bell not sounding as far as the whistle, which, I believe, is the case, might lead to very great danger, and might very easily be mistaken. Not hearing the bell, and not understanding that you were brought up, the other vessel might think you were coming on; I mean the mixture of the bell and the whistle?—I think you would hear the bell.

2087. As far as you would hear the whistle?—No, not as far as you would hear the whistle; but then you would be approaching, of course, very cautiously, and the bell and the blast would be heard.

2088. Might not the whistle be very easily mistaken for a vessel coming on, and the bell not sounding so loudly, for a vessel that was brought up?—Yes, I think you might alter the number of blasts.

2089. How many would you make it then?—If you obliterated all these I think you might easily have, say, four or five, or shorter blasts. It says "prolonged blasts" here, you know. If you had them shorter blasts that might be better.

2090. Is not it very difficult to distinguish in a fog what is a long blast and what is a short one very often?—Oh, no, not very difficult. We make all our signals in the Navy by long and short blasts.

2091. Yes, but then you are dealing with trained men who are used to them?—Yes, I am aware of that.

2092. Of course you are going on the assumption (in which, if I may be permitted to say so, I quite agree with you) that "g," "h," and "i," should come out and be amalgamated with "b"?—Certainly, I am going upon that assumption. As I have said, I should like to see those proposed rules obliterated.

2093. We have had some very strong evidence against "e," very strong, indeed?—In my own experience I have done it in all parts of the world. I have done that on many occasions.

2094. In very crowded waters?—Yes, on one occasion I groped my way down from St. John's, Newfoundland, to the Buoy off Fairway, the entrance to Halifax, that was pretty crowded; I remained there two days, and I think there were a good many other vessels in the same position; we were all using whistles, I think, as well as bells.

Marquess of *Carmarthen*—continued.

2095. Taking it altogether, what you would recommend is that the rules should be cut down to as few as possible?—Yes, to as few as possible.

2096. And that "g," "h," and "i," should all be included under "b"?—Yes.

2097. You think that would be quite sufficient?—Quite sufficient.

Admiral *Field.*

2098. You have been led by my noble friend into saying that you would rather favour a change in the blasts for the vessels at anchor in a fairway under "e"?—Yes.

2099. You said that in answer to his question?—Yes, if it is considered at all dangerous. If you obliterated these other rules you might have four or five long blasts.

2100. That would be introducing a new element of discord and trouble; it would introduce a new signal. We are here really to see if we can get rid of any, not to introduce new ones?—Then I should retain it as it is; the danger would be very little. I should retain it certainly.

2101. A vessel towing; I am sorry I was a little late; I do not know whether you have been asked questions about that?—I would keep that.

Sir *George Baden-Powell.*

2102. You spoke of the "e," the "e" being a signal by a whistle or foghorn followed by ringing the bell?—Yes.

2103. Do you consider that that signal might be simplified; that is to say that you might avoid the danger of mistaking the siren as coming from one ship and the bell from another, which is, I believe, a mistake that might be made by a simultaneous use of both. The ringing of the bell has been proposed to be simultaneous with the blasts?—Some of the sirens are so very powerful that they would drown the bell, I think.

2104. On the question of sirens, I want to ask you whether you think it possible to mistake the siren of a lightship or a lighthouse for the siren of a steamer in a fog. The proposal, I daresay you know, has been made that sirens should not be allowed on vessels, that they should be confined to lighthouses and lightships for fog signals?—A lighthouse siren is so very much more powerful than any steamer's siren I ever heard, that I do not think it likely.

2105. You think there is not very much in that?—No, I do not think so. I suppose the sirens we use in our big battle-ships are as powerful as any; in fact, in our ships generally.

2106. The idea being that a steamer should only use some form of foghorn or whistle and not a siren in fog, in order to avoid mistake. What do you say to that?—I do not think there would be any confusion, because the siren of a lighthouse, as regards any I have heard, is a different sound rather; it is more powerful.

2107. Following on that question, have you ever considered the problem of making all forms of bells of uniform force and power?—I have not considered it, but it would be a very good thing if it could be done.

2108. On steamers?—Yes.

Sir *George Baden-Powell*—continued.

2109. By Board of Trade regulations?—Yes; I have not previously considered that, but I think it a good point.

2110. In your own experience have you known occasions when there has been danger caused by not knowing the distance from one vessel to another, owing to the weakness or strength of the sound?—No, not in my own experience.

2111. There is only one other question I wish to refer to. It is rather important. With a view to international agreement, did I understand you to say that you wished "g," "h," and "i" incorporated in "b," but that if that would be a block on international agreement you would prefer to leave "g," "h," and "i"?—I am very much opposed to "g," "h," and "i;" very much indeed opposed to them.

2112. You are opposed to them?—Yes. It is a difficult point.

Chairman.

2113. What Sir George wants to know is whether you think it would be too heavy a price to pay for having an international agreement, to keep "g" "h" and "i"; we only want your answer, that is all?—I think it would be a very heavy price to pay for it. I think it would be rather dangerous to retain "g," "h," and "i."

Sir *George Baden-Powell.*

2114. I suppose you are aware that Germany strongly objects to them?—No. Does Germany strongly object to "g," "h," and "i"?

2115. Yes?—I was not aware of that, but I know that most people are very much against them.

2116. You think it would be positively dangerous to have those three, or that it might create danger?—Yes, I think it most probably would create danger.

Admiral *Field.*

2117. I want that to be brought out quite clearly; as regards the questions of the learned Chairman and my friend Sir George Powell, about international agreement, is it not your own opinion, as a naval officer of great experience in command of ships, that the first consideration of seamen is the safety of their ships and not international agreement?—Certainly; the safety of the ship is the first thing a man considers or should consider.

Marquess of *Carmarthen.*

2118. But in speaking of all these rules, we have grouped "g," "h," and "i" together; of the three, is it not your opinion that "g" is the one which is the much more likely to lead to danger?—Yes, "g," certainly.

2119. Do not you think that many rash men might look upon that as an invitation to proceed, whereas under the old rules they would stop?—Yes, I think that is a danger as regards "g"; perhaps, if I might be allowed to correct myself, I would say that if any nation makes a point of "h," there is no harm in letting "h" remain; because, although I have been in command of ships for something like 15 years, I have never seen such a thing as a telegraph ship employed in picking up or laying cables; therefore,

Marquess of *Carmarthen*—continued.

therefore, if I might correct my statement. I would say that "h" might remain, I think, if any nation made a strong point about it.

Marquess of *Carmarthen*—continued.

2120. Although it is useless for all practical purpose?—I think that "g" and "i" should not be retained.

Captain WAIT, called in; and Examined.

Chairman.

2121. You are connected with the Union Steamship Company, I understand?—I am their marine superintendent; yes.

2122. How many years have you been with them?—Nearly 23 years.

2123. Have you been a master mariner yourself?—Yes.

2124. Navigating ships yourself?—Yes.

2125. How many years?—I was a master mariner about 17 years.

2126. In command of Union steamships?—Yes, and others.

2127. You have considered these new proposed regulations?—Yes, very closely.

2128. And I suppose you have had your attention directed to the proposed Article 15?—Yes.

2129. The Committee have had a very great deal of evidence, as you may very likely have been informed; will you kindly tell us as fully as you wish to state it, but still confining yourself to important points, what your objections are, if you have any objections to the proposed regulations?—With regard to Article 15?

2130. With regard to Article 15?—Well, I am clearly of opinion that there should be a stopping signal for ships that are stopped.

2131. You mean something corresponding to "b"?—I mean something corresponding to "b," but I do not like the two prolonged blasts.

2132. Why, please?—I do not think, sir, that that signal is distinct enough for our marine. And touching the question of distinctness, there is a course indicator: "I am directing my course to port;" two short blasts. This is two long blasts for the stop. Now, many seamen would not be able to either blow that signal correctly in my opinion, or understand it correctly; and that to my mind is a great objection.

2133. Those course indicators are only used when vessels are in view, are they?—I should not like to say that.

2134. They are not fog signals?—I should not like to say that, sir.

2135. However, as far as the rule is concerned, they are not intended to be used during fog?—They are not intended to be used? No.

2136. Have you found any practical difficulty in distinguishing between prolonged blasts and short blasts?—Yes, I think I have.

2137. Under what circumstances?—Under varying circumstances of fog and distance; and no doubt in the way in which the signal has been blown.

2138. The Committee have had a good deal of evidence, you know. I should like to ask you, do you consider it is not fairly well understood now. Of course, I am assuming the circumstances under which it is given, of vessels being in view. Do you not think it is fairly well understood now that a ship is giving a short blast or a long blast?—No, I do not think so. I think in the minds of many they think they can blow their signal in fog as well as they can when the vessels are in sight.

Chairman—continued.

2139. I want to ask you whether you consider that there is a practical difficulty in distinguishing between what is known as a long blast and a short blast. Is not the short blast a mere touch on the whistle, and a long blast a sound extending over two or three seconds?—Yes, if the long blast is properly blown, three or four or six seconds, and the short one is one second; there should not be any particular difficulty.

2140. What would you suggest, then, as a better stopping rule than "b?" Just look at "b," please. "Shall sound, at intervals of not more than two minutes, two prolonged blasts, with an interval of about one second between them." What would you suggest would be a better stopping rule than that?—I think three prolonged blasts would be better.

2141. Have you anything more to say about "b;" that is the stopping signal"—No, I think not.

2142. Now are there any of the others you wish to say anything to the Committee about?—I think these signals should be reduced.

2143. In number you mean?—In number, by combination. I do not think we want more than five signals altogether; that would be one for a vessel moving, one for a vessel stopped, one for a vessel towing, and one for a vessel unable to manœuvre.

2144. Out of command you mean?—Out of command; and one for a vessel at anchor.

2145. With regard to any of these cases, do you wish to say anything on the particular rule applicable; you have spoken about the one signal for a vessel stopped; the anchored one "e": do you wish to say anything about that?—I do not like a whistle and a bell.

2146. Why not?—I think, sometimes, you would hear the whistle, and you would not hear the bell. I think it would be mistaken under certain circumstances, for two ships.

2147. Do you equally object to the combination of fog horn and bell?—I do not like the fog horn and bell either. I think a properly constructed bell is the thing to ring for a vessel at anchor.

2148. You have dealt now then with "b" and "e"; "b" is the stopped one and "e" is anchored. Now, what do you say about the towing signal; have you any objection to that; one prolonged blast and no short ones?—Well, I do not like that combination of longs and shorts for towing.

2149. What would you suggest?—I think it would be better to have, we will say, two prolonged blasts for towing.

2150. If

Chairman—continued.

2150. If you object to two prolonged blasts for a vessel stopped, how can you recommend two prolonged blasts for a vessel towing?—I think of the two evils it is a better signal than the long and the short.

2151. Then your idea is two prolonged blasts for towing and three prolonged blasts for stopped; is that it?—Yes. You must have a signal for towing, I believe; the thing is to have a simple signal.

2152. Now the out-of-command signal: there is no actual rule directed to that except "h" and "i"; "h" is the telegraph one which is not very important. You would rather have the three prolonged blasts for stopping; we follow that. What is your objection to "i;" that is the four short blasts for the vessel out of command?—Yes, I think that will do.

2153. Have you anything to say about the individual signals beyond what you have said?—Well, sir, I think "g" is a perfectly unnecessary and dangerous signal.

2154. "g," you say, is dangerous; that is the signal allowing other vessels to feel their way by?—Yes, and I think with regard to "h" that the wording is not good: "A vessel employed in laying or in picking up a telegraph cable shall, on hearing the fog signal of an approaching vessel" (I do not like those words), "sound in answer three prolonged blasts in succession." I will tell you why: There are many men I feel certain who would go along in fancied security; the fog is not particularly thick; at least they do not think so: they do not blow their own whistle, consequently the other man is in a kind of fool's paradise; if he sticks to the rule he does not blow his whistle because he does not hear the other ship blowing.

2155. You agree, do not you, that under any circumstances of doubt you ought to stop?—Yes, I think you should stop, but I am afraid that they do not do it.

2156. The Committee understand your objection to "g" as being a sort of invitation to go on; but apart from that rule what is there in the other rules which would induce other ships to go on. They may be unnecessary, but what danger is involved in the other rules; the three prolonged blasts or the four short blasts?—Danger in going on?

2157. What is there that would induce vessels to go on in those rules?—I think it is the desire to get on. Ships do get on; they do move ahead in fog. We have constant illustration of it. Apart from "g," there should be nothing in the three prolonged blasts or the four short blasts which would induce vessels to go on in fog, beyond the desire of shipmasters to "get on" more ahead out of the fog, if possible, we have constant illustration of it. I should not consider a stop signal an inducement to go on; probably the two vessels are in close proximity (otherwise the signal would not be given), therefore the utmost caution is required.

Admiral *Field.*

2158. I want to ask you a question about your statement in answer to the learned Chairman. You say you prefer three long blasts in lieu of the two long, under signal "b," to indicate a vessel stopped?—Yes.

2159. The proposed towing signal is "one prolonged blast followed by two short blasts"?—I do not like the combination of the one long and two shorts.

2160. But you did go further than that; you said you would like two long blasts for towing?—Yes, I would prefer that.

2161. Is it not a more common thing to meet vessels that are stopped than to meet vessels that are towing?—Yes, that is so.

2162. Then do not you think it would rather add to your difficulty, in regard to a vessel stopped, to give three long blasts instead of two, it being an advantage to shorten the number of blasts in a common case to indicate that which is commonly occurring, namely, that vessels are stopped?—It is a very distinct signal, the three blasts.

2163. So are the two, are they not?—Yes, but the very fact of so many vessels being stopped, in proportion to vessels towing, would lead me to the more distinct signal of the two.

2164. Will you not arrive at this unfortunate conclusion, if you push your argument to its legitimate end, that the greater the number of sounds the less confusion. I always thought that most mariners agreed that the fewer the number of sounds the better, and the simpler for the mariner?—Yes, that is so.

2165. I should have thought you would have been in favour of two prolonged blasts for the stopping vessel instead of three?—Yes; but there is one more reason which I have not yet advanced, that is, that the three blasts are proposed for, "My engines are going astern."

2166. The learned Chairman has told you you must not consider those in a fog?—I know that, but I am afraid that seamen do.

Captain W. R. CATO, called in; and Examined.

Chairman.

2167. YOU, I think, have commanded some of the telegraph ships?—Yes.

2168. For how long?—Twenty-six years.

2169. For what company?—The Telegraph Construction and Maintenance Company.

2170. They have laid cables in all parts of the world, have they not?—Everywhere.

2171. You have commanded a vessel, both ocean-going and in the home waters, I suppose?—Yes, everywhere.

Chairman—continued.

2172. Then you can tell us a good deal about that business. You have had the advantage of hearing Captain Karslake and Captain Wait; the Committee do not want to have the whole ground gone over again, but so far as you think it necessary, if you will tell us anything you wish to say with regard to this Article 15, we shall be glad?—I should like a special signal for telegraph ships. That is what I am specially here for.

Chairman—continued.

2173. You would like "h" then?—Yes.

2174. Do you like "h" or not?—Provided you abolish the two previous ones "f" and "g."

2175. In the first place, state it in your own way. What signal would you like for telegraph ships?—If they were all to be regulated as they are now, I should like a signal of five.

2176. Five blasts?—Yes.

2177. Follow me; take "h": Would you like it to read in this way: "A vessel employed in laying or in picking up a telegraph cable shall, on hearing the fog-signal of an approaching vessel, sound, in answer, five prolonged blasts"?—Five prolonged blasts.

2178. Now, what is your objection to "f" and "g"?—I think they are confusing, because I do not think the men would execute them with accuracy. I think you would find that men-of-war, and perhaps the best class of ships, would do it all right, but the "tramp" and the ordinary ship would not do it all right.

2179. I have something to do with these matters; do not you think that counting five blasts would be introducing an unnecessary difficulty with some of the small ship people who have got to listen to these signals?—I would use the five blasts only when I heard another whistle. At other times I would use the ordinary whistle, just the one blast every two minutes. If I heard another whistle in near proximity to me I would use the five.

2180. You see the longer your signal continues, assuming there are other vessels in proximity to you, the more likely is it not to get mixed up with the signals of other vessels?—Yes, I am aware of that.

2181. However, you say you would like a separate signal for telegraph ships, and you would like five short blasts?—If you please.

2182. Rather than three long blasts?—Rather than three prolonged blasts, provided you abolish the other two.

2183. Do you wish to have five long blasts, or five short?—Oh, five short.

2184. Have you found any difficulty in distinguishing between the short blast and the long blast under the existing rules?—Well, I cannot say I have; amongst ourselves we talk that way you know; we signal to each other by the Morse Code.

2185. You know pretty well what the difference is between the long and the short signal. Practically the short blast is just a touch of the whistle?—Yes, that is it.

2186. And a long one is a blast prolonged for some seconds?—Yes, that is a prolonged one.

Marquess of *Carmarthen.*

2187. When you say: "We talk amongst ourselves in that way," who is the "we"; do you mean only ships of your own company?—The telegraph ships.

2188. You would not find the ordinary merchant ship and "tramp" that is going about the seas sufficiently up in the Morse Alphabet to talk to you?—No, not at all; we never try such a thing.

Admiral *Field.*

2189. You have not told the Chairman whether you want to eliminate any of these signals; you have only told us you are very anxious to have a telegraph ship signal. Have you looked over the whole of these rules?—Yes, I do not like (f) and (g); I would like those omitted. Then I would take (h) for the telegraph ship.

2190. Are there any of the other signals you object to?—I do not like the whistle and bell; I would abolish the whistle and make the bell sufficient for everyone.

2191. You do not want extra protection for a vessel at anchor?—No, I would have a good bell.

2192. What do you say about the (b) signal?—I would leave that alone.

2193. You like that?—Yes.

2194. Have you ever been in danger of collision when laying telegraph cables; if you have do not you require a fog signal to protect you from such danger?—I have been in very great danger when lying out on the Banks of Newfoundland and out in the Atlantic; but I have never had a collision.

2195. Have you ever felt the necessity of a protecting signal?—No, nothing more than ordinary. If there is a vessel coming towards us we keep the whistle going constantly all the time.

2196. The short blasts?—Yes, we keep the whistle going the whole time until we get clear of her.

2197. You find that enough?—Yes.

2198. If you find that sufficient do you wish to insist on a signal for telegraph ships?—Yes; we have vessels at work in the Channel on cables in narrow waters.

2199. If we have the signal we cannot limit it to any particular place; you have admitted that you find the ordinary signal sufficient protection?—It was a long blowing; it was continuous.

2200. I will take your answer; you know the opinion of your brother seamen; they are anxious to get rid of it?—Yes.

2201. You do not share that view?—No.

Sir *George Baden-Powell.*

2202. I should like to ask just two questions. One is: when you are in a fog attached to a cable, that is to say, attached to the bottom so to speak, what signal do you use on your ships?—Nothing more than, as I tell you, the prolonged blast, if we hear another whistle.

2203. Do you use any signal if you do not hear any other signal?—We use the ordinary signal every two minutes.

2204. As if under way?—As if under way.

2205. You do not ring a bell?—No.

2206. When attached to a cable you blow the whistle as if under way?—As if under way.

2207. In your own experience have you had any vessels come near you?—Yes, that is the unfortunate part of it. Our signals were very much resembling those of a vessel broken down in daylight.

2208. What do you consider the signal of the vessel broken down; I mean fog signals, by sound?—There are four short blasts.

2209. I understand when you are attached to a cable in a fog, you blow a series of prolonged blasts

Sir *George Baden-Powell*—continued.

blasts?—Yes, if I hear another ship's signal, but if not, one blast every two minutes.

2210. That is practically the same signal as for a vessel under way?—Yes, the same; it does not make any difference in that way up to the present time.

2211. Do you think you have ever had vessels dangerously near you?—Well, it is dangerous to come near, even within half-a-mile of us, because we may have a cable suspended to a buoy, say, in the Atlantic, and we may have the end of it on board half-a-mile from that buoy.

2212. In that sense you are attached to the bottom by the cable?—Yes, through the buoy.

2213. But you are making the signal as if you were under way?—Yes.

2214. At present?—At present.

2215. You would like to alter that?—I should like to alter that, and make five blasts of it.

Sir *George Baden-Powell*—continued.

2216. One more question about long and short. You speak to your other ships by means of long and short blasts?—Yes.

2217. Do you consider for that reason that the long and short should not be introduced as plain fog signals?—I think they would not be correctly done; I am afraid so; I think they would not be accurately carried out.

2218. Do you think they would be mistaken for the ordinary Morse Alphabet signals?—Yes.

2219. I daresay you know that the long and short proposed in these rules have special significations under the Morse Alphabet as well?—Yes.

2220. They might be mistaken for those?—They might be; I have not gone into that.

2221. You have habitually used the Morse Alphabets, the same blasts?—Habitually; we often go in pairs on an expedition.

Captain MCKIRDY, called in; and Examined.

Chairman.

2222. I THINK you are connected with the Shaw, Savill, and Albion Company?—Yes.

2223. How long have you been connected with it?—Eleven years.

2224. What are you now, superintending or master mariner?—Marine superintendent at present.

2225. Were you yourself previously a master mariner?—Yes, for 10 years.

2226. In command of steam ships?—In command of steam ships.

2227. How many years?—Over 10 years.

2228. The Committee have had a good deal of evidence, but we, of course, wish to hear anything you think of importance. Will you kindly tell us, taking them by the letters, if you can, or if it is convenient to you, what you wish to say about these various rules?—I have a distinct objection to multiplying sound signals at sea.

2229. The numbers of them?—Yes.

2230. On the ground of the difficulty of locating the position of the vessel from which the signal comes?—Yes.

2231. I should like just to ask you there, do not you think any captain of experience hearing more than one or two fog signals round him would stop immediately?—I do not think he should; his duty is to get out of the fog.

2232. Do you confine that to cases where you cannot anchor, or do you also include cases in which you can anchor?—I should be inclined to put it to all cases.

2233. We have had evidence before us, you know, from gentlemen in the same position as yourself, also of experience, that if they hear two or three signals, or even less than that, in a fog, they would undoubtedly anchor, if possible, or certainly take all the way off their ship if they possibly could; you do not agree with that?—I do not actually object to a man using his own discretion. It is a very common thing (especially during the late fogs we have had in the past winter) for vessels to anchor in the fairway. That has been done over and over again.

Chairman—continued.

Let them anchor if they think it judicious to anchor; let them anchor and ring the bell.

2234. Have you anything to say about (b), which is the signal for a vessel stopped, two prolonged blasts; do you object to that?—Yes; I object to (b), because (b), (g), and (f) are all three signals which might be taken advantage of by a steamer to the prejudice of another one.

2235. Just take (b) by itself, if you please; do you think there should be a signal that a vessel is stopped or not?—I think not. We could get on without it.

2236. It is not necessary at all, you think?—It is not necessary. I wish to confine the signals as close as I can to what they are at present.

2237. If it were thought desirable to have a signal to indicate that a vessel is stopped, do you object to two prolonged blasts?—My object all through is not to multiply the signals or to have more than we have at present; I have the same objection to (b) that I have to (g) and (f); there is the objection that each of the three may be taken advantage of by a man who is in a critical position.

2238. You have told us that, and I think we understand it; but what we do wish to know is this: if there is to be a signal indicating that a vessel is stopped, do you object to two prolonged blasts?—I should rather not have the signal at all.

2239. Very well, that is your answer. Now with regard to anchorage: the whistle and the bell, or the fog horn and the bell. What do you say to that?—The bell only.

2240. You prefer the bell only?—Yes.

2241. You think that will be heard sufficiently far?—If the bell is properly constructed then it should be heard sufficiently far in a fog to enable the approaching vessel to go clear of the one at anchor.

2242. The towing signal; do you agree that there ought to be a signal to indicate that a

Chairman—continued.

vessel has got another in tow or not, that is (f)?—The towing signal is the only one in the lot that I have any sympathy with; but whether I should go to the length of saying "construct another signal for towing," is doubtful.

2243. But just tell us: Assuming that you thought there ought to be a towing signal, do you object to the one prolonged blast and the two short blasts?—No; I have no special objection if there is to be a distinctive signal for the purpose.

2244. Have you found any difficulty in practice in recognising the distinction between long blasts and short blasts under the existing rules?—I have not heard them used "under the existing rules."

2245. I am speaking of the optional signals. Were the optional signals not in use when you were at sea?—The sight signals?

2246. Yes. Have you found any difficulty in distinguishing whether a vessel was blowing a long blast or a short blast in those signals?—I do not know that I have: One short blast for "I am directing my course to starboard"; two short blasts for "I am directing my course to port," and three short blasts for "my engines are going full speed astern."

2247. Those are all short blasts?—Those are all moderately short blasts.

2248. Have you ever had any difficulty in distinguishing whether the vessel was giving a short blast or a long blast?—There may be some difficulty in distinguishing short blasts from long owing to water accumulating in the whistle pipe.

2249. I am speaking of the distinction between blasts?—No, certainly not.

2250. You have experienced no difficulty?—No.

2251. Do you wish to say anything about (g), the optional rule: "A steam vessel wishing to indicate to another 'The way is off my vessel, you may feel your way past me' may sound three blasts in succession, viz.: short, long, short, with intervals of about one second between them"?—That (g) is one of three signals which might be taken advantage of by a nervous man when he wished to shield himself from blame, and throw the responsibility on the other ship.

2252. You object to it?—I do, distinctly.

2253. (h) the telegraph ship rule, do you think that is of importance?—Well, as to the telegraph ship, I had the curiosity to compare notes with some men who had pretty well as much experience as myself at sea, and really a telegraph ship laying cable was a thing neither of us had ever seen; it is a very very rare thing.

2254. Neither seen nor heard of it; you would not "see" in a fog?—No, but as in a fog. The telegraph ship would be moored in effect, seeing that the vessel is made fast to a cable; I do not know that there would be any difficulty in bracketing him with a trawler, giving him the option of blowing his whistle and ringing his bell.

2255. Do you object to three prolonged blasts if the signal is to be given or not?—It would be a matter of indifference if you decided on having a signal for the purpose, whether it was three or five.

Chairman—continued.

2256. Now, the last one: "A vessel under way, which is unable to get out of the way of an approaching vessel, through being not under command, or unable to manœuvre as required by these rules shall, on hearing the fog-signal of an approaching vessel, sound, in answer, four short blasts in succession." Do you object to that?—That I have all through grouped together with the other two, with (b) and (g); it is one of the signals that may be taken advantage of for a purpose.

2257. Is there anything else you wish to say?—I wish to draw attention to the word "efficient."

2258. Where is that; do you mean at the beginning of Article 15?—Yes; that, in my opinion, contributes a great deal to the trouble.

2259. "A steam vessel shall be provided with an efficient whistle or siren"?—Or provided with an efficient bell and an efficient fog-horn. These things, as a rule, are not supervised as they ought to be supervised; if properly constructed they would be of more service than they are at present. It is an elastic term that is used.

2260. You think it wants more definition?—It does distinctly want more definition.

Marquess of *Carmarthen.*

2261. You said the one rule you were in sympathy with was the one for towing?—Yes.

2262. Do you approve of the particular form of this rule as it is here?—The short blasts?

2263. I do not mean the sound so much. I will point out what I mean: "A vessel towed may give this signal, and she shall not give any other." "*May* give this signal"; Do not you think that is very likely to lead to mistake. Suppose the vessel towing and the vessel towed gave that signal, might not that lead to the belief that there were two vessels towing ships?—Certainly, it might carry that construction with it.

2264. Do not you think the last paragraph of that rule ought to come out; if we settled to keep the towing signal altogether might it not lead to great danger, giving the option?—If you take out that you are still leaving in what I object to, that is the long blast and the two short blasts for the vessel towing.

2265. You object to that particularly?—I do; I object to the multiplication of sounds.

2266. You say you are in sympathy with the rule?—I am in sympathy with it, but I cannot say that I have sufficiently made up my mind or looked at the thing as I should like to do. I would be inclined to think that if anything was to be done in these rules at all, if that one were taken and debated by a competent commission I should be inclined to abide by the result whatever it might be. To that extent it has my sympathy.

2267. But you do not approve of it as it stands now, because you do not like the one prolonged blast and the two short blasts?—I do not like to multiply the sound signals we already have when coming on in fogs. That is my objection to it.

2268. Yet

Marquess of *Carmarthen*—continued.

2268. Yet you are in favour of the vessel, when towing, giving a distinctive signal?—We have got along well, I think, without it in the past, and shall in the future if left alone. If our whistles and bells are supervised a bit, and our speed defined, I think we can get along perfectly well.

Admiral *Field.*

2269. As you have sympathy with the towing signal "f" it may assist you to come to an affirmative conclusion when you are told that the United States will not part with it. Would that change your opinion; would that have some influence on your mind?—I do not think it would.

Chairman.

2270. Admiral Field suggests that you should consider that for a moment?—I have considered it throughout. It is a matter of deep moment to us, because a steam-tug with her tow are a very awkward couple to come across, awkward to themselves, and awkward to other people to keep out of their way.

Admiral *Field.*

2271. I wanted to get an absolute approval from you. However, I will give that up. You have told the Chairman and others that which rather exercises my mind, to put it mildly, that is, that you do not want a signal for a vessel stopped; you do not want it at all, I understand you to say?—No, I do not want any of these three signals which may be made use of for a purpose.

2272. I have got your answer, but I want to press you a little on the point. Surely, as an experienced mariner, if you had vessels near you in a fog, would not it be an advantage to you, and would it not give you more confidence in handling your own ship, if you knew that a neighbouring vessel was absolutely stopped. Would you not desire to know that if it could be conveyed to you?—I would rather be without the means of giving that information.

2273. Rather be without the knowledge?—

Admiral *Field*—continued.

Yes; if I knew that he was stopped I should probably stop.

Sir George *Baden-Powell.*

2274. Let me ask you this, merely on the question of the bell being heard: I think I understand you to say that it is essential that the instruments that make the signals should be efficient?—Yes.

2275. Have you ever considered the question of the possibility of making them uniform in power, that is to say that every vessel should have a fog-horn, and bell, more or less of uniform power?—I should be very delighted indeed to see such a rule as that brought into force.

2276. Do you think it would add very much to the expense of outfit?—No, it certainly would not.

2277. Only one other question; I believe the fog-horn itself and the fog-whistle of steamers is sometimes abaft; at all events, one of the funnels, and sometimes in front of the funnel; do you think that would make a difference in judging of the sound as regards whether it was behind or in front of you?—Yes, I think it would.

2278. Do you think any good end would be served by a regulation which would place the whistle or signal by steam either before or abaft the funnel always?—I see no reason why the whistle should not be removed from the funnel altogether. Why it was put there I do not know. It has been placed like the waste-pipe beside the funnel, and there it has remained.

2279. I suppose it should be sufficiently near to the officer on the bridge to be under his control?—Yes; as near as possible.

2280. Would the same considerations apply in the case of a vessel with two funnels as in the case of a vessel with one?—As a rule the funnels are so widely spaced apart that I do not think the other funnel would interfere with it.

2281. Then you think there is something in the suggestion which has been made?—I do not think there is very much in it; for instance, in the "Teutonic" and the "Majestic" the funnels are 100 feet apart.

Captain James Smith, called in; and Examined.

Chairman.

2282. You are with Gray, Dawes, and Company, I think?—Yes.

2283. You have been in command of steamships?—Yes.

2284. How long?—Nearly 18 years.

2285. What sort of voyages have you made; ocean voyages?—Ocean voyages.

2286. You have heard, I daresay, what has been said by some of the gentlemen to-day; tell us in your own way, do you you object to these rules as a whole, or to any of them in particular?—I am rather in favour of them.

2287. Which ones do you object to?—I do not object to any of them in Article 15.

2288. You think there would be no difficulty about the two prolonged blasts for a vessel stopped?—I think a signal of that sort is required.

Chairman—continued.

2289. You think it desirable to have a means of telling another ship that you are stopped?—Yes.

2290. Do you think there is any difficulty about two prolonged blasts being readily understood and recognised?—I do not see any difficulty whatever.

2291. Now, about the anchorage one "e," the mixture of the bell and the whistle, and the bell and the fog-horn, in case of a sailing ship; what do you say to that?—I think that is all right.

2292. It has been suggested by some witnesses that you might hear the whistle further than the bell?—So you would.

2293. You do not feel any difficulty about that?—No.

2294. Why not?—Because the two blasts you would hear indicate that the vessel is stopped in any case.

Chairman—continued.

2295. That is a good point; your two prolonged blasts would indicate a stopped vessel, and the two blasts, followed by the ringing of the bell, would indicate a stopped vessel?—The two prolonged blasts would mean a vessel that was stopped; and when she rang her bell it would mean that she had let go her anchor.

2296. That applies to steam vessels; I am not aware that it applies to sailing vessels, though I do not know that that takes away the strength of your answer; the two blasts with the fog-horn, followed by the ringing of the bell, would mean a sailing vessel stopped; I am not saying that you are not right; I only call your attention to that?—I should like to hear that question again.

2297. In the case of a sailing vessel the two blasts with her fog-horn would not indicate that she was stopped, would it?—No; she would give two short blasts when under way on the port tack. When the sailing vessel is at anchor she gives two long blasts, and rings her bell. I think that it is desirable to state in Article 15 the length of a short blast as well as the length of a prolonged blast, also the duration of the interval between successive blasts.

2298. With her fog-horn?—With her fog-horn.

2299. Now then, the towing signal: do you think it desirable to have a signal indicating that a vessel is towing?—Yes.

2300. Do you object to the one prolonged and the two short blasts, or not?—I think it is a very good signal.

2301. The noble Lord on my right, Lord Carmarthen, suggested, and it is worthy of consideration, that if the towed vessel should also give a signal it might be misleading; what do you say to that?—A vessel being towed would give it with her fog-horn, and the towing steamer with her whistle or siren.

2302. It might be a steamer that is being towed as well as the steamer you are referring to?—Yes.

2303. Just consider: supposing you have got two steamers, one towing another, what is suggested is that the signal should only be given by one of the ships, the vessel that is towing, we will say; what do you say to that; the latter part, you see, is the part you should look at, "a vessel towed may give this signal"; perhaps you have not considered that?—Well, if the vessel towed would sound it on the fog-horn I think it would do. The steamers have fog-horns as well as whistles.

2304. What do you say to "g"; a great deal of objection has been taken to "g," three blasts in succession: "The way is off my vessel, you may feel your way past me"; you do not object to that?—I do not object to that.

2305. Why not. What do you say about it?—There are some in a fog who do not care about going on, and if they do not care to go on they sound that signal; then the others can go past.

2306. Do not you think that, to some mariners who are not very careful, it might be an inducement to navigate in a fog, or that it might be an encouragement to navigate in a fog if they heard that signal?—No.

2307. The fact of the rule being there, saying that under some circumstances they were allowed to feel their way past another ship; do not you think that would rather be a sort of inducement to proceed, the statement that you were allowed to navigate in a fog. You do not feel that?—No, we would use our own judgment in any case.

Chairman—continued.

2308. You do not think it would mislead?—No, I do not think so.

2309. The telegraph signal: do you object to that?—I do not object to that.

2310. Then as to the one for when the vessel is out of command, four short blasts?—I think that is necessary. We have it now on the Thames.

2311. You think that these signals would not increase danger?—I think they would be an advantage; I do not think they would increase danger at all.

Marquess of *Carmarthen.*

2312. In regard to this question of a vessel being towed, as the rule stands at present it is that she "may give this signal." You have admitted that if she might give the signal and did give it, it would lead to confusion if both she and the vessel towing her gave it on the whistle?—If they were both steamers and they both sounded whistles.

2313. And you have given us the suggestion that the vessel towed should do it with her fog-horn?—With her fog-horn, yes. I think that would get over the difficulty.

2314. The signal she would give would be one prolonged blast followed by two short blasts?—Yes.

2315. Might not that very easily be mistaken for another sailing vessel in the neighbourhood coming on with the wind abaft the beam; she would give three blasts?—There is the difference in the length of the blasts.

2316. But is not that signal, when given by inexperienced men, fishing vessels and that kind of thing, extremely difficult to distinguish?—I think they would signal as well as anybody else.

2317. You do?—Yes.

2318. And you think the "tramps" coming round the coast, or anywhere, would be equally able to understand that as well as men that had great experience?—Just as well. I know they would. I live at Gravesend, and you hear them there (tramps and colliers) every night whistling all sorts of signals for their pilots, short and long blasts of all kinds. They do it as clearly as possible.

2319. There are many cases (in most cases, no doubt) in which they would be clear and distinct; but it is just in exceptional cases, when in a thick fog, that a signal like that might lead to a great disaster. You do not agree, then, that the greater the number of rules the more difficulty will arise?—There are so very few rules that I do not think that that would be a source of danger at all.

2320. Do you or do you not agree with those witnesses who have recommended "g," "h," and "i" being amalgamated under "b"?—I am in favour of the addition. My opinion is that they are all right.

2321. Take "g" for one moment, and compare it with "b": "(b)" is "a steam vessel under way, but stopped" (I will not read it

Marquess of *Carmarthen*—continued.

it all through), and "(g)" is "A steam vessel wishing to indicate to another 'The way is off my vessel; you may feel your way past me.'" There is very little difference there, is there not?—There is very little difference there.

2322. Why could you not amalgamate those?—Those two might be amalgamated; I thought of that myself at first.

2323. Now we will take "(h)" and "(i)." "(H)" is "A vessel employed in laying or in picking up a telegraph cable"; "(i)" "A vessel under way, which is unable to get out of the way of an approaching vessel through being not under command, or unable to manœuvre as required by these rules." Surely a telegraph vessel, and one under way, not able to manœuvre, are in exactly the same position, are they not?—They seem very much the same.

2324. Then you would not be strongly opposed to amalgamating "(h)" and "(i)"?—If "(h)" were sounded, you would know exactly what it meant; the other steamer would know that it was a telegraph ship.

2325. But for all practical purposes of navigation, the fact of knowing that it was a telegraph ship would not make it any different to knowing that it was a ship unable to get out of your way?—No. If "(i)" were sounded, it would let you know that there was no possibility of her being under command. In the case of a telegraph ship, all she has got to do is to let go her cable, and then she would be all right.

Chairman.

2326. Do you mean let go the cable of her own anchor?—No; let go her telegraph cable.

Marquess of *Carmarthen.*

2327. She would not do that would, she?—Yes, rather than be run down, I should think.

Admiral *Field.*

2328. As a seaman would you not have some sympathy with the feelings of your brother seamen who are opposed to a great number of these signals; do you think there is no ground for their feeling alarmed at such a number of signals being put on paper for the first time?—I know that it is the general feeling among seamen.

2329. They are strongly against it?—Yes.

2330. You have admitted just now, in answer to Lord Carmarthen, that "(g)" might go under "(b)"?—Yes.

2331. That is a great thing gained. Now how about the telegraph ship; have you ever met a telegraph ship?—Yes, I have.

2332. In a fog?—No, not in a fog. I may have met one, but I did not know that it was a telegraph ship.

2333. You said just now that if these three long blasts were retained the approaching vessel would know that it was a telegraph ship?—Yes.

2334. Does it matter much whether she does or does not know that it is a telegraph ship. You would not care; your curiosity would not be so raised as to want to know whether it was a telegraph ship or not, so long as you knew whether she was stopped or not?—As Captain Cato mentioned, if she was a telegraph ship it would be my duty to keep at a good safe distance from her in case she had buoys attached.

Chairman.

2335. The duty of the telegraph ship, you mean?—The duty of the other ship to keep a good distance from the telegraph ship in case she had telegraph buoys about in her vicinity.

Admiral *Field.*

2336. You would also endeavour to keep a considerable distance off any vessel that you knew was stopped?—You need not keep quite so far. If you knew that the other vessel was stopped with nothing in her vicinity, you could go on.

2337. You quoted the telegraph captain just now, but did you also hear him state that he had never felt the necessity of any further protection than the ordinary fog signal of "way off." Is not that rather strong evidence against retaining it or including it under rule "(b)"?—I thought he was in favour of a signal for telegraph ships.

2338. He would like to get all he could get, no doubt, but he did admit, in answer to questions, that he had had sufficient protection under the signal as it now is, the one blast?—I did not understand him to say that.

2339. He stated so in answer to me; do you think it important to retain that when it adds to the number of signals?—If you admit that "(g)" might go under "(b)", will you not admit that "(h)" might go under "(b)" also. If you had a free hand, would you not put it there; or would you insist on keeping it where it is?—I would not insist on keeping it; but if it remained, I do not see that any harm would arise from it.

2340. As to "(i)"; did I understand you to admit to Lord Carmarthen that that might be included under "(b)"?—No.

2341. You want to keep "(i)" do you?—I think so.

2342. Although it causes four extra blasts to be added to the number?—Yes. "(B)" is a vessel stopped when she is under command.

2343. Yes, I know that that is so?—In "(i)" she may have something wrong with her rudder or with one of her engines.

2344. If that were so, would you be able to render her much assistance in a fog?—I think it is possible.

2345. I ask you generally, do you think it desirable to diminish the number of fog signals as a whole, to bring them down to the lowest point, in the interests of the seamen who have to navigate their ships, or do you think it does not matter how many there are?—I should say that we could do with a few more than we have at present.

2346. A few more than the existing ones?—Yes, more than the existing ones; and I do not think that there are too many by Article 15, as proposed.

Sir *George Baden-Powell.*

2347. Merely a question on these signals; there are three of them indicating vessels under way, but with no steerage way upon them (I will put it in that way). You think it necessary to have those three distinctions in "b," "g," and "i"?—Well, if they remained, I do not see that any danger would arise.

2348. But you think it necessary to have a distinction between those?—"B" and "g," I think, might be amalgamated as I have said.

2349. You think that "i" is necessary?—I think so, yes.

Sir *George Baden-Powell*—continued.

2350. You think it would not be sufficient simply to make the signal on your vessel that she is under way; that is to say, that she is not at anchor, yet, nevertheless, she has no steerage way upon her?—You would get more information by having the "i."

2351. You think it is desirable, in the interest of the safety of ships, to have the "i" as well as the "b"?—Yes; "i" as well as "b"; I think so.

Captain GEORGE C. CUNDY, Lieutenant, R.N.R., called in; and Examined.

Chairman.

2352. ARE you a master mariner?—Yes.

2353. How long have you been in command of ships?—Eighteen months. I have had my masters certificate for 10 years.

2354. You have been a master for 10 years; have you been sailing as first officer?—Yes.

2355. In Westray's ships?—I have been five years with Westray.

2356. And who were you with before?—I was 10 years with Tatham, Bromage & Co., of 9, Gracechurch-street.

2357. Where do Westray's ships go to?—Queensland.

2358. You have heard what has been said; we do not want to go into it all over again. Tell us which of these rules you object to, and why; perhaps you do not object to them?—I think "a" is a good signal; there is nothing whatever to object to in that, because we use it now. As to "b," I cannot speak in favour of that; that might easily be mistaken for "e"; but I think if a ship has no way on her at sea, and cannot get out of the way of an approaching vessel, she ought to make as much sound as possible; and I should think the four blasts ought to be adopted, because if you see a vessel approaching you generally holloa as much as you possibly can.

2359. You would give her four sounds?—Yes.

2360. Four long ones or short ones?—Short ones.

2361. You told us just now that in your opinion a vessel which has stopped, and has not got way upon her, ought to make as much noise as possible; therefore you suggest four blasts; do you mean four prolonged blasts or four short blasts?—I should certainly say four short blasts.

2362. The next rule you wish to observe upon is, which?—"C." Of course that is very good; that is an old one. "D" is very good. I do not think there is anything more required in the case of any vessel at anchor.

2363. What do you say about "e"?—Well, I cannot speak in favour of that. I think it would only lead to confusion where a number of ships were, and it also might be mistaken for "a."

2364. Have you anything to say about "f"; that is the towing rule?—In my opinion I do not think there is anything necessary more than one blast; that is "a"; I think it is.

Chairman—continued.

2365. "G," three blasts, short, long, short; what do you say to that?—That is to advise another ship to pass you. I think that is a great mistake. I should certainly never advise another ship to pass me; she might run into me.

2366. As to "h," the telegraph one, what do you say?—Well there are so few telegraph boats about, it is so seldom I have seen one, that I do not think that at all important. I have been at sea 20 years, and I do not suppose I have seen five in my 20 years experience.

2367. If you heard a telegraph ship in a fog you could not tell that it was a telegraph ship?—I could not tell of course. The three blasts I should certainly adopt I think.

2368. "I," the "answer" signal, four short blasts, what do you say to that?—That is very good sir, that ought to be adopted instead of the long blasts.

2369. Unfortunately you see you have already taken up your four short blasts; however, you think it would do for the "not under command" ships to have four short blasts?—Yes.

2370. Is there anything else you wish to say?—Nothing.

Admiral *Field.*

2371. Your evidence means that you would get rid of "i," and you would get rid of "g"?—I would get rid of "g," certainly.

2372. And you get rid of "i," and you get rid of "f" I understand you blend "i" and "f" with "b"?—Yes, I would get rid of "i" and "f."

2373. Those two?—And I should get rid of "g."

2374. And you also say you would get rid of "f"; a vessel towing?—I would get rid of "f."

2375. If you were told that the United States would not give it up, would that alter your opinion?—Of course we having nothing to do with the United States.

Sir *George Baden-Powell.*

2376. One question about "d," a vessel at anchor; do you consider the bell of itself sufficient?—I should think so.

2377. You would not prefer to have any form of blast?—Nothing whatever. I have been anchored

Sir *George Baden-Powell*—continued.

anchored under Dungeness in a sailing ship a number of times, and steamers have been passing not very far from us and they have always heard our bells.

2378. Do you consider that a blast upon the fog-horn or steam whistle, used by a vessel at anchor, with the bell, might be mistaken for another vessel not at anchor close by?—Yes.

2379. You think there would be a danger in that?—I think so.

2380. You prefer the bell by itself?—The bell alone.

Captain J. G. GROOMBRIDGE, called in; and Examined.

Chairman.

2381. Are you a master mariner?—Yes.

2382. How long have you been in command of ships?—Twenty odd years.

2383. You have heard Captain Curdy's evidence; do you wish to add anything to it?—No, I do not wish to add anything to it.

2384. Do you wish to say anything independently about the rules?—Yes, there are one or two things that I should like to speak about. In the first place, I should like to do away with the siren altogether and use the whistle alone for steamers, because, in many instances, the sailing ship's fog-horn is very similar to the siren in sound in a fog, and very often may be mistaken. I have mistaken it myself on two occasions; I have taken a vessel's fog-horn for a steamer's siren, and it might be just the other way about. I say the same also about the bell and the whistle in fog.

2385. The bell and whistle together?—The bell and whistle together.

2386. You object to that?—I object to that; I prefer the bell alone.

2387. The bell alone?—The bell alone for anchorage. And another thing, I should think that if a telegraph ship, or a ship stopped, rang her bell the same as a vessel at anchor it would be sufficient.

2388. How would you treat the telegraph ship?—Just the same as a vessel at anchor; especially in a fog.

2389. Of course, a telegraph ship is not under command?—A telegraph ship is not under command.

2390. Still, she has got way upon her?—It is very little; she is tied up, you know; she is not really under command; she cannot be without slipping her cable; and, supposing a steamer's machinery has broken down, in the same way, she would not be able to get out of the way. It would be a well-known fact that if the ship was not in anchorage ground there would be something wrong with her if she rung her bell, even if she was not at anchor.

2391. You would keep clear of her?—We would keep clear of her,

2392. Anything else?—No, I think the rules we have are quite sufficient.

Marquess of *Carmarthen.*

2393. About the siren: is not the length of the blast very much more likely to be mistaken on a siren than on a steam whistle; is not there very often too much steam generated?—It seems so. The sound seems to be prolonged more; you seem to hear it longer; it echoes, as it were.

2394. You think they might easily take long for short, and short for long?—I think so; you are apt to mix them up.

Marquess of *Carmarthen*—continued.

2395. More than you would with a steam whistle?—More than with a steam whistle. The blast with the steam whistle is done immediately.

2396. It is clearer and more decisive than on the siren?—It is clearer and more decisive.

Admiral *Field.*

2397. I understand you do not object to the "b" signal of two prolonged blasts for a vessel stopped?—I object to any sound (the less we have the better), except what we have already.

2398. Then I must press you on it?—We have at present our three sounds, one blast, two blasts, and three blasts; I think that is quite sufficient, with the whistle. I do not think we want anything more than that.

2399. If a vessel was stopped near you in a fog, would not you like to know the fact that she was stopped?—But, supposing half-a-dozen vessels are all blowing their whistles at the same time, how is it possible to tell?

2400. In case you cannot discern that a vessel is stopped, and the fact can be conveyed to you by a sound signal, would not you like to know it. Would it not give you more confidence in handling your own ship?—If he is stopped let him ring his bell; that will give us a very good idea that he is stopped.

2401. As to "e"; a vessel at anchor in a fair way; do not you think the vessel requires extra protection in that perilous position?—I think a good bell is sufficient. That has carried me through a good many years, and in very narrow waters.

Sir *George Baden-Powell.*

2402. I should like to ask you one question on the subject of the siren: you say the siren on the steamer, as opposed to the steam whistle, might be mistaken, or part of it, for the fog-horn of a sailing vessel?—Yes.

2403. Where has your experience been chiefly?—In the English Channel.

2404. Not in ocean voyages?—No; not ocean; coasting.

2405. Do you know the mouth of the Thames?—Yes.

2406. And the Harwich River?—I have never been to Harwich.

2407. Do you know whether any complaints have ever been made of mistaking the sirens of light vessels for the sirens of steamers?—No; it has not come under my knowledge; but I should certainly think that the sirens ought to be done away with in steamers altogether.

2408. As fog signals?—As fog signals, decidedly.

2409. You would rather have the one signal as you have it now?—Yes.

LIST OF APPENDIX.

PAGE

APPENDIX, No. 1.

Paper handed in by Sir George Nares, 28 May 1895 - - - - - - - - - - - - - - - 125

APPENDIX, No. 2.

Paper handed in by Mr. William Smith, 14 June 1895 - - - - - - - - - - - - - 126

APPENDIX, No. 3.

Paper handed in by Mr. J. Fenwick Fenwick, 11 June 1895 - - - - - - - - - 128

APPENDIX, No. 4.

Paper handed in by Mr. J. Fenwick Fenwick, 11 June 1895 - - - - - - - - - - - 129

APPENDIX.

APPENDIX, No. 1.

PAPER handed in by Sir *George Nares*, 28 May 1895.

Present Attitude of Foreign Governments (May 1895).

In 1889 an International Conference at Washington recommended several alterations in the rule of the road at sea ; and the British Committee appointed to consider these recommendations advised, in January 1891, that they should be adopted with five amendments [c. 6293]. [c. 6869], pp. 7–17.

These five amendments were, however, not accepted by the Governments of all the maritime states represented at the Washington Conference, many of whom put forward proposals of their own. In the hope of securing a settlement the British Committee in 1892 [c. 6833] modified the amendments they had previously suggested, and the Washington Regulations in this slightly modified form (shown on pp. 147–158 of [c. 6869]) had been generally agreed to by foreign Powers by the end of 1893.

In December 1893 the British Committee, after again considering the whole question, confirmed their report of 1892 ; and the Board of Trade, after communicating with the Admiralty, wrote to the Foreign Office on 5th March 1894, suggesting that the several foreign Governments should be invited to definitely adopt the new regulations in this form, and to enforce them on and after the 1st March 1895. [c. 6869], p. 141.

The correspondence up to this point is contained in Parliamentary Paper [c. 6869], and that which followed has now been printed for the use of the Committee. [c. 6869], p. 144.

Early in April 1894 a Circular Despatch was sent to Her Majesty's Representatives for communication to the Governments of the following Powers :— No. 11 of proo

Argentine,	France,	Portugal,
Austria-Hungary,	Germany,	Roumania,
Brazil,	Greece,	Russia,
Bulgaria,	Guatemala,	Spain,
Chili,	Italy,	Sweden and Norway,
Colombia,	Mexico,	Turkey,
Denmark,	Netherlands,	United States,
Ecuador,	Peru,	Uruguay.

This Despatch suggested the definite adoption of the regulations as finally approved by Her Majesty's Government, and their enforcement from the 1st March 1895.

By December 1894 the Governments of

Belgium,	Russia,	Norway,
Portugal,	Austria-Hungary,	Sweden,
United States,	Spain,	Chili,
Denmark,	Greece,	Peru,
Italy,	Netherlands,	

had definitely adopted the proposal of Her Majesty's Government, and were prepared to carry the rules into effect from the date suggested. France accepted the text of the rules, but stated that the date was still under consideration ; Germany accepted the date, but decided to make some slight modifications of the text (not affecting the question of sound signals), and Mexico and Egypt accepted the text without definitely specifying any date. Nos. 41 and 81 of proof.

The result was, that at the end of 1894 all the more important maritime Powers had agreed to sink minor differences, and had definitely accepted the text of the regulations proposed by Great Britain, and they were ready to enforce these regulations on and from 1st March 1895. But the replies from some of the foreign Governments had been so long delayed, that it was impossible for Her Majesty's Government to adhere to that date and at the same time give sufficient notice to mariners of the impending change in the rules.

A postponement was therefore asked for, and was with some little difficulty obtained, but the re-opening of the question of sound signals has rendered this postponement indefinite. Germany, while deprecating delay, has taken advantage of the postponement to again put forward her objections to paragraphs *e*, *g*, and *i* of Article 15, and to Article 26 (rule of the road for sailing fishing boats), and the Netherlands have expressly reserved the right to propose further amendments to the regulations. No. 199 of proof. No. 212 of proof.

With these exceptions the accord amongst the important Powers is still complete, and it would appear that they are now waiting for Great Britain to fix the date on and from which the new rules are to come into operation.

APPENDIX, No. 2.

PAPER handed in by Mr. *William Smith*, 14 June 1895.

Dear Sir, Craven Hotel, Craven-street, London, 14 February 1895.

I WAS much pleased at having the honour of being present with the deputation of the Chamber of Shipping of the United Kingdom, the Steam Shipowners' Association of Liverpool, and numerous other associations of shipowners, shipmasters and underwriters, representing practically the mercantile marine of Great Britain, at the Board of Trade on the 5th instant, to protest against the proposed regulation as to sound signals in fog, and the Order in Council relating to the screening of side lights ; and I beg leave to state that I was there by invitation of Sir Donald Currie, who represented these interests, and who spoke for them on that occasion. I had some hesitation in accepting this invitation, being an officer of the Canadian Government and also a member of the Board of Trade Committee for the manning of merchant ships.

During my visit to this country I had occasion to be in Liverpool and other large ports in the United Kingdom, and came into contact with many persons interested in the great shipowning business of this country as well as of Canada ; and I did not fail to notice the grave dissatisfaction which existed in the minds of many in reference to the proposed alterations ; and during the three voyages made across the Atlantic since last June, and in the many interviews I had with practical navigators and shipowners connected with the Canadian trade, I have not heard anyone approve of the proposed changes, but on the contrary, have heard them condemned, more particularly with reference to the proposed sound signals, as too complicated for the memory, and if insisted upon, likely to lead to confusion and disaster.

Under these circumstances, I considered the matter too serious to admit of delay, as the interest of Canadian foreign-going shipping is much the same as that of the United Kingdom, and I therefore cabled to my chief, the Minister of Marine and Fisheries, who is a member of the Canadian Cabinet, and he immediately replied to me by cable that I was authorised to accompany the deputation, and that was the reason why I was one of the deputation which waited on you on the 5th instant.

When I accompanied the deputation, I was well aware that the papers concerning the proposed changes had been referred by the Secretary of State for the Colonies to the Governor General of Canada, as well as the Governors of the other British Colonies and to the foreign powers, for their approval, and that the Government of Canada approved of them as satisfactory upwards of two years ago. I was not surprised when you suggested that it would be a little irregular for me to speak at that meeting, as I represented a Government department, but you said that you would be happy to hear my representations in private, and would give them the great weight which are their due ; and I avail myself of this opportunity of thanking you for your kindness, and will state in writing my views on the subject, instead of troubling you with a personal interview at a time like the present, when you are so much occupied with your public duties.

With reference to the approval of the proposed change by the Canadian Government, I may explain that when the papers in this case were received by the Marine Department, they were referred, as is usual in such cases, to the nautical adviser of the Department, who is a practical navigator, and who gave them consideration ; but, not being aware that the shipowners and shipmasters of Great Britain would take such strong ground against them, and seeing that they were approved by the Imperial Board of Trade, in whose judgment he has great faith, he recommended them for approval. If he had known that the shipping interests of Great Britain would object to them as they have done in such a determined manner, he might probably have hesitated before recommending them for approval : at all events, if I had been aware of the great dissatisfaction which they would give to the men who control in a great measure the carrying trade of the British Empire, I would myself have hesitated before I would have recommended them to my chief for approval.

With reference to the approval of these changes by the foreign Governments who attended by their representatives the Washington Conference, it is quite true that the Board of Trade took every precaution to ascertain their views and to obtain their consent to the proposed changes ; but the unfortunate part of the matter is that the shipping interests of Great Britain, and even some foreign Governments which had already given their consent, have discovered that they were objectionable, and, on account of their complication, might become dangerous in cases of emergency.

This is clearly a case where a great divergence of opinion exists between officialism and practical sea-going experience, the officers of the Board of Trade doing everything they could, as they thought, in the interests of shipping, while practical navigators and shipowners, who carry on the trade, differ in opinion from the Board as to what was best for them. Which of these two views should be taken in this controversy ? I feel sure that you will have no difficulty in coming to a fair conclusion as to which view you take of the matter if it were not that the Board of Trade had asked foreign Powers to consent to the adoption of these proposed changes before it was aware of the views of the shipping interests referred to ; and you may very naturally ask why the shipping interests did not make known their views on the subject to the Board of Trade before it had gone so far in the matter and had asked the foreign Powers to consent to this arrangement.

It would now appear that the Governments concerned acted in this matter on the advice of their officials, without making sure that they had the shipping interests with them, and it is quite true that the British Government could only obtain the views of foreign shipowners and shipmasters through their Governments. There was undoubtedly no other course open to obtain the views of foreign shipping interests, except through their respective Governments, and no reflection could be thrown on the Board of Trade for adopting this course ; but the shipping interests state they have since informed you of their objections to them during the last two years.

I was very glad to hear you mention, in your speech to the deputation on the 5th instant, that you would appoint a committee of experts to consider the question of the side-lights ; and it is to be hoped that a satisfactory conclusion may be arrived at between the Board of Trade and the shipowners, otherwise we shall continue to have an unseemly controversy.

Sir Donald Currie mentioned, in his forcible speech before yourself and the deputation on the 5th instant, that the Government of the Netherlands have stated that the proposed signals would present a real danger, and that their adoption is certain to cause deplorable confusion in much-frequented channels. He also stated that he had communications from practically all the German shipping interests protesting against the adoption of these new rules in the strongest manner, although their Government had a desire for an international uniformity.

I notice

I notice by the Liverpool "Journal of Commerce" of the 9th instant that recent newspapers received from New York show the proposed rules have raised a perfect storm of opposition from the shipping interests there, and that while the Government were urging the adoption of these rules, they could not have been aware that they had not the American shipowners with them, but that on the contrary they now denounce them in the most unmeasured terms. This newspaper quotes some of the headings in the American newspapers, to show the state of feeling in that country to be just as strong in opposition to them as it is in this country. They are as follows: "They prefer the old way"; "Prophesies of disaster"; "Fog signals are too complicated," and "Side-lights are placed in a "dangerous way"; "Seamen oppose the change"; "Skippers say the proposed new rules at sea would cause "confusion"; "Under such a system accidents would probably be greatly increased." The experienced captain of the steamer "Portland," running between that city and Boston, says, "The new fog signals are a complicated mess, "and will be fruitful of disasters—they should be entitled 'A Code to Effect Collisions at Sea.'" Another writer says the new-fangled fog signal code has slumbered for months, and no sailor or pilot believed the President would ever put his name to it. Another captain of one of the Fall River steamers, constantly navigating narrow waters, says: "I am unalterably opposed to the so-called new rules of the road at sea." Captain Herbert, an experienced captain of a wrecking company, says: "The fewer signals used in navigation the better." Many accidents are due to the fact that the present signals are not understood, and not from the fault of the rules, or captains, or officers, but oftener of the prevailing conditions. The Liverpool "Journal of Commerce" says the agitation in the States has grown so suddenly and strongly, that a Bill was introduced and passed in the House of Representatives on the 26th ultimo excluding vessels coming from or departing for the high seas, or domestic harbours, rivers or inland waters, from the operation of the revised international rules, and that if this is passed by the other House and approved by the President, it is evident that, in their own parlance, "the Americans have both scotched and killed "this obnoxious measure." This is strong language; but it shows that the Government of the United States, while adopting these new rules, was not carrying the shipowners with them, and that there is a prospect of the rules being repealed or modified by their Parliament.

A short time ago I had a letter from a New Brunswick captain who I have known intimately for many years as one of the ablest and most competent shipmasters belonging to Canada, although now commanding a large steel sailing ship of over 2,100 tons belonging to Liverpool, trading to the Pacific and the East Indies. He says in his letter to me: "With regard to the new fog signals and screening of lights I believe them to be bad in theory and "worse in practice; my first experience as a shipmaster began in 1859, and since then have never seen the dark lane, "though lately have done my best to find it; if there is one, it must be so infinitesimally small that it is not "perceptible to the eye, however slowly the ship may be altering her head, and this last is a constant factor. As "for the new fog signals, they have a great tendency to my mind to increase the risks of collision, and if enforced "see no other recourse for ships if the captains wish to prevent disaster, but to anchor where possible, or where this "is not possible stop the vessel's way altogether; I think it would be a more sensible proposal, that an entire stop "should be put to all traffic during fogs. How any man will be able to decide among the multiplicity of sounds "proposed is a puzzle to me. Perhaps some day we may have an Act of Parliament that will enable us to act "automatically. During all the years that the present rules have been in practice, they have been found to work "well; the whole mercantile marine are thoroughly ground in them, and any attempt to modify them may be "disastrous, particularly with officers whose perceptive faculties are not over bright."

I notice also that Captain McKay, Master of the Cunard steamer "Lucania," was at the great meeting of shipowners and shipmasters at Liverpool a short time ago and spoke strongly against the proposed change, and I feel sure you could not possibly get a higher authority in this country, or any other country, than the master of this great American Liner. A press dispatch cabled from London appeared recently in the "Montreal Gazette," one of the principal commercial papers in Canada, headed "Rules of the Road at Sea," announcing that the great meeting of shipowners had taken place, and that "it is believed it had driven the last nail in the coffin of the New Rules of "the Road at Sea, and in view of the enthusiastic unanimity of condemnation with which all interested seem to "view these proposed alterations, one is forced to wonder how on earth the Board of Trade ever entertained them "favourably. It is understood that Professor Bryce, who is now at the head of that department, sympathises with "the protests, and it is expected that he will definitely announce their abandonment." You will see, therefore, that the shipping interests of Canada, misled by this dispatch, will probably be looking forward to their withdrawal and may be taking no steps to make their wishes known either to the Government of this country or in Canada.

I have just received a letter from Messrs. T. Soley & Co., of Liverpool, who act as agents for the owners of a number of Canadian vessels, who say, with reference to the proposed rules, "anticipating the views of the owners "on the subject, we beg to protest against such proposed change as being both unnecessary and undesirable, and we "are writing to our correspondents, urging them to communicate direct with your department at Ottawa, and "request it officially to object to the new rules being put in force." The Allan Royal Mail Steamship Company, which has a large portion of the carrying trade between Great Britain and Canada is also entirely opposed to the change and wish to adhere to the present rules.

I much regret to differ from the views of your Board, but this is too important a matter to allow any personal feeling to stand in the way of a great public question, affecting the safety of the lives of many people, as stated by the practical navigators themselves.

I am well aware that it would be very unpleasant for the Board of Trade to recede from their present position and to explain to the Foreign Governments interested that, owing to the objections made by the shipowners and shipmasters of this country, and some other countries, the proposed rules would be abandoned for the present, but far better to do that than to force them on the mercantile marine of this country, which are so distasteful to them, and which they believe (rightly or wrongly) would be fraught with great danger. I respectfully beg leave to say, that I do not think the dignity and high status of the Board of Trade would be affected in any way by adopting such a course, and explaining to the Foreign Governments, through the proper channel, the reason of the withdrawal of these rules.

I need scarcely say that all laws, rules, regulations, and orders in council, are liable to change when necessity arises, and in this case the Board of Trade has enough evidence to convince it that, if enforced, these rules would be most distasteful to the shipping trade, and a constant source of annoyance and worry.

In 1876, when the Merchant Shipping Bill was under consideration, it passed the House of Commons here with some provisions which were very objectionable to the shipowners of Canada, and as I was then a delegate from the Canadian Government to the British Government on the subject, I explained to a number of Members of the House of Lords that the Bill as it passed the House of Commons, prohibited limited deck loads in winter, while the Canadian Act, approved by Her Majesty, allowed them, and with the assistance of the late Earl Carnarvon, the Duke of Richmond and Gordon, the late Earl of Shaftesbury, and some other Noble Lords, the Bill was changed in the House of Lords to agree with the Canadian Act, and finally passed the House of Commons, and is now the law of the land both in the United Kingdom and in Canada.

Another very objectionable provision in the Bill of 1876 referred to was a clause imposing severe punishment on a shipowner unless he could prove he had sent his ship to sea in a seaworthy condition. The shipowners of this country protested against it, and the shipowners of Canada, for whom I acted, also strongly protested against it, and upon the joint representation of Sir Donald Currie and myself, the objectionable clause was removed from the Bill in the House of Lords, and it was finally passed in the House of Commons as amended by the Lords, and is now the law of the land. I mention these cases to show that changes have sometimes been made in the shipping laws without the approval of the Board of Trade, and that as there is no finality in legislation, or rules and regulations, when a mistake has been made, as appears to be the case in the matter of the proposed rules of the road at sea, the best plan would be to remedy it before it goes any further rather than to force the rules on dissatisfied shipowners and shipmasters.

I do not fail to notice that the Governments of Egypt, Peru, Siam and Argentina, with certain other States represented at the Washington Conference, are of the same mind as the Board of Trade on this subject, but these countries can hardly be said to be important maritime powers ; indeed, I understand that the fleet of steamers in which my friend Sir Donald Currie is interested shows a larger aggregate tonnage than that possessed by the four powers referred to.

I think it is not advisable to press upon British or colonial shipowners and shipmasters at the present time an obnoxious rule, based on any argument that it was approved by a majority of the members of the Washington Conference, as some of these countries, such as Turkey, Portugal, and those I have named, are really not within the category of great maritime powers ; and, looking to the fact that Great Britain is the most important shipowning country in the world, I submit, for your favourable consideration, whether great weight should not be given to the views and wishes of the men who control this great industry in our own country, and who have the principal part of the carrying trade of the world ; I trust that upon reconsideration you may be able to come to a satisfactory decision, favourable to the representatives of British shipowners, and shipmasters upon whom rests the responsibility and safety of so many ships, and the lives of those who navigate them in every part of the globe.

I am, &c.
(signed) *Wm. Smith*,
Deputy Minister of Marine and Fisheries of Canada,
and a Member of the Board of Trade Committee for the
Manning of Merchant Ships.

The Right Hon. James Bryce, M.P.,
President of the Board of Trade.

APPENDIX, No. 3.

PAPER handed in by Mr. *J. Fenwick Fenwick*, 11 June 1895.

WRECK ABSTRACTS, Table 12, Page 15.

	Total Loss of Life in the Foreign Trade, Crew and Passengers, Steam only.	Loss by Collisions only in the Foreign Trade, Crew and Passengers, Steam only.
Year 1890	561	36
Year 1891	913	609
Year 1892	279	20
Year 1893	506	26

A footnote in the Wreck Abstract states, includes 555 passengers lost in the ss. "Utopia," of Glasgow (run into at Gibraltar while at anchor).

APPENDIX, No. 4.

PAPER handed in by Mr. *J. Fenwick Fenwick*, 11 June 1895.

THE Board of Trade compiles Tables year by year under the name of—

1. Wreck Abstracts, dated from 1st July to 30th June of each year, and dealing with sea casualties, loss of life at sea and inquiries into casualties, besides other information.

2. Annual Return of Navigation and Shipping, dated from 1st January to 31st December in each year.

Combining the information given in these tables, I find under Loss of Life, Collisions, Home Trade only, Steam, the following Tables :—

(*a.*) The date of the year.

(*b.*) The total loss of life, sail, steam, sea casualties, home and foreign trade, crew and passengers.

(*c.*) Loss by collision only in the home trade, crew and passengers.

(*d.*) Total loss of life in the home trade, crew and passengers, steam only.

(*e.*) Number of vessels and tonnage in collisions in which there were loss of life, home trade, steam only.

(*f.*) Total vessels and tonnage entered at all ports in the United Kingdom, sail and steam, on repeated voyages.

(*g.*) Coasting trade only, included in the above.

The Table thus constructed for the years 1890-93 inclusive, is as follows :—

WRECK ABSTRACTS, Table 12, page 15. Collisions, Coasting, Steam only, Loss of Life, Navigation and Shipping, No. 1, page VII., No. 13, page 46.

YEAR.	1. Total Loss of Life. Sail and Steam.			Loss of Life by Collision. (Home Trade.)			2. Total Loss of Life (Home Trade, Steam).	3. Steam Vessels in Collision where Lives were Lost.	Tonnage of same.	4. Total Vessels entered, Sail and Steam, British only, repeated Voyages.		Of these entered, Coasting Trade only, Steam only, British only, repeated Voyages.	
	Crew.	Passengers.	Total.	Crew.	Passengers.	Total.				Vessels.	Tonnage Net.	Vessels.	Tonnage Net.
1890	901	171	1,072	17	2	19	66	6	1,934	342,570	73,251,203	155,127	36,696,877
1891	1,177	578	1,755	13	–	13	25	2	721	344,594	74,185,081	160,495	38,090,644
1892	1,076	42	1,118	13	2	15	62	2	1,097	347,950	75,035,239	165,036	38,715,347
1893	952	101	1,053	–	1	1	5	1	659	352,916	77,204,950	173,636	41,238,844
	A.	B.		C.			D.	E.		F.		G.	

1. Foundering.
Stranding.
Collisions.
Other causes, fire, &c.
Missing.

2. Foundering.
Stranding.
Collisions.
Other causes, fire, &c.
Missing.

3. Vessels in which lives were lost under C.

4. Dealing with vessels entered at all Ports in the United Kingdom.

Or, if stated in percentages :—

1890	–	–	100	1·59	0·19	1·77	6·16	–	–	100	100	45·28	50·09
1891	–	–	100	0·74	–	0·74	1·42	–	–	100	100	46·57	51·34
1892	–	–	100	1·16	0·18	1·34	5·55	–	–	100	100	47·43	51·59
1893	–	–	100	–	–	0·09	0·47	–	–	10	100	49·20	53·41

I am quite aware this table does not give all the collisions, but the return under this head is so arranged that it would require very careful analysis before it could be made useful.

Take 1890 as a sample :—

WRECK ABSTRACTS, 1890–91, page 3. Home Trade.

TOTAL LOSSES.	Serious Casualties.	Minor Casualties.	Total.	Total.*
1890 :				
Sail, 27	90	253	370	1,293
Steam, 7	79	168	254	813

* Founderings, strandings, collisions, other causes, missing.

A third return deals with inquiries into officers' certificates at home, and only deals with collisions.

INQUIRIES, Masters' and Officers' Certificates. Wreck Abstracts. Table 87. Inquiries at Home. Collisions only.

YEAR.	Neglect of those on Board.			Faulty Construction and Unsea-worthiness.	Over-loading or Bad Stowage.	Defective Equip-ment.	Stress of Weather.	Fire or other Accident.	Cause not stated.	Spontaneous Combustion.	Total.	Total Cases of Inquiry at all Ports.	Per Centage.
	Resulting in Cancella-tion of Certificate.	Resulting in Suspen-sion of Certifi-cate.	Not resulting in either.										
1890	–	8	7	–	–	–	–	1	–	–	16	136	11·7
1891	–	11	10	–	–	–	–	–	–	–	21	117	18·0
1892	–	11	5	–	–	–	1	–	–	–	17	119	14·2
1893	2	6	7	–	–	–	–	1	–	–	16	115	13·9

Showing, I submit, a record of which the nation may be proud, having regard to the immense trade of the country, and the number of our Mercantile Marine.

I N D E X.

[*N.B.*—In this Index the Figures following the Names of the Witnesses, and those in the Analysis of Evidence of each Witness, refer to the Questions in the Evidence; the Figures following *App.* refer to the Pages in the Appendix; and the Numerals following *Rep.* to the Pages in the Report and Proceedings of the Committee.]

A.

ANCHORAGE GROUND. Difficulty in connection with proposed signal E in defining ordinary anchorage ground, *Colquitt* 1917–1920.——*See* also *Anchored Vessels.*

Anchored Vessels. Sufficiency of the bell without blasts for a vessel at anchor (signal E), *Webster* 564. 623, 624; *Duncan* 685–690; *Jobling* 1148–1151; *Ovenden* 1547–1551; *Taylor* 1986–1995. 2037–2046; *Wait* 2145–2147; *Cato* 2190, 2191; *Curdy* 2376–2380; *Groombridge* 2384–2387. 2401.——*See* also *Bell and Blasts.*

Answering Signals. Explanation of Rules H and I, both of which are answering signals, proposed at the Washington Conference by Germany, and finally carried by the Conference, *Sir G. S. Nares* 242–249. 294.

B.

Bell and Blasts (Signal E). Evidence favourable to the bell without blasts, as regards signal E; *Webster* 564. 623, 624; *Duncan* 685–690; *Jobling* 1148–1151; *Ovenden* 1547–1551; *Taylor* 1986–1995. 2037–2046; *Wait* 2145–2147; *Cato* 2190, 2191; *Curdy* 2376–2380; *Groombridge* 2384–2387. 2401——Opinion that signal E might be eliminated, *Duncan* 696–698——Possibility that signal E might give rise to some confusion, *Colomb* 741, 742; *Curdy* 2363——Conclusion that the bell is a bad signal, *Colomb* 764——Attention called to signal E; possibility of the two blasts being mistaken for one, *Tuke* 1015–1024.

Desirability of an interval of one minute only between the blasts in signal A, *Wade* 1185, 1186——Necessity for an efficient bell for ships, *ib.* 1200–1203——Sufficiency of the bell for a vessel at anchor, provided she is not in a fairway, *Cleary* 1398–1417——Suggestion that four blasts should be the signal for a vessel that could not manœuvre, *Ovenden* 1567–1577——Disapproval of the use of blasts in addition to the bell for signal E, *Morse* 1659–1664——Advantage of bells of a uniform power, *Burn* 1774–1782; *Karslake* 2107–2110.

Preference given to the bell only, without the fog horn, *M'Kirdy* 2239–2241——Approval of the bell and blasts for signal E, *Smith* 2291–2298.

Board of Trade. Examination as to the communications of the Liverpool Steamship Owners' Association with the Board of Trade, with reference to the proposed new signals; opinion that sufficient attention was not paid to the shipping interests by that Department, *Holland* 1246. 1261–1289——Suggestion that the anxiety of the Board of Trade to secure an international agreement has led to the adoption of the new rules in spite of their unpopularity, *W. Smith* 1463.

See also *New Rules and Signals.* *Washington Conference.*

Burn, George C. (Analysis of his Evidence.)—Is a pilot at Hull; has had twenty-one years' experience, 1702–1707.

Objection to the proposed signals owing to the confusion of sound they will entail, 1708–1712. 1740–1751. 1786–1789——Belief that a towing signal is necessary, 1713, 1714. 1728——Approval of signals A, C, D, and also of signal I for a disabled vessel only;

Report, 1895—*continued.*

Burn, George C. (Analysis of his Evidence)—*continued.*

only; opinion that B, E, G, and H should be eliminated, 1715–1723. 1729–1736. 1752, 1753. 1756–1769. 1790–1797.

Statement that it is customary to always use helm signals in a fog, 1724–1727, 1737–1739. 1754, 1755. 1783–1785——Opinion that foreign sailors disapprove of the new signals, 1770–1773——Desirability of making bells of a uniform power, 1774–1782——Danger of allowing steamships to use sirens, 1797–1801.

C.

Canada. Authorisation given witness by the Government of Canada to act on their behalf in regard to the rule of the road at sea and the question of new signals, *Smith* 1437–1450.

Letter from Mr. Smith to the President of the Board of Trade, dated 14th February 1895, containing explanations and suggestions in detail on various points, *App.* 126–128.

Captains (Mercantile Marine). Evidence showing that captains of the Mercantile Marine were represented on the Washington Conference and also on the Board of Trade Committee, *Molyneux* 353–355——Opinion that the practical navigators of the Merchant Service were not sufficiently represented at the various committees for considering the new rules, *W. Smith* 1462——Statement as to the incompetency of the men in command of steamers not carrying passengers, *Colquitt* 1843–1852. 1931.

See also *Shipmasters and Officers' Federation.*

Cato, Captain R. (Analysis of his Evidence.)—Has commanded ships for the Telegraph Construction Company for twenty-six years, 2167–2172.

Necessity for a special signal for telegraph ships; suggestion that it should be five short blasts, 2172-2183. 2194-2215——Practice of telegraph ships to signal to each other by the long and short blasts of the Morse Code, 2184–2188. 2216–2221——Undesirability of signals F and G, 2189——Opinion that the bell alone is sufficient for signal E, 2190, 2191——Approval of signal B, 2192, 2193.

Cleary, Captain John. (Analysis of his Evidence.)—Is in command of a Clyde Steamships Company's steamer; has been twenty-six years at sea, 1292-1296. 1322-1330.

Opinion favourable to the proposed rules, 1297-1310——Recommendation that signals B, E, and I should be combined under the I signal, 1311–1316. 1331–1337. 1371–1378. 1418–1424——Advisability of retaining these three signals rather than risk the loss of international agreement, 1317–1321——Grounds for believing that signals F and G are necessary, 1338–1342. 1372. 1382–1384——Examination as to signal H, telegraph ships; probability that they need some distinguishing signal, 1343–1349.

Experience that sounds are only liable to be mistaken in fog when land intervenes, 1350–1370. 1385–1390——Necessity for steam whistles to be of a uniform size, 1379–1381——Statement that private signals are not used in fog, 1391–1397——Sufficiency of the bell for a vessel at anchor, provided she is not in a fairway, 1398–1417.

Colomb, Vice Admiral Philip Howard, R.N. (Analysis of his Evidence.)—Opinion that the new signals, although not perfect, are an improvement and are not likely to cause harm, 721–734. 736–740. 745. 768——Improbability of men experiencing any great difficulty in learning the new signals, 735. 746. 770, 771——Redundancy of signal I, whilst signal E might give rise to some slight confusion, 741, 742.

Statement that not one single case of collision has been due to mistaken direction of sound in a fog, 743, 744. 749, 750——Advisability of passing the revised regulations rather than risk the International Agreement, 748. 751–755. 765–767——Opinion that signal I might be merged in signal B, 756——Discussion as to the expediency of blending signals H and F, 757–761.

Belief that G, being an optional signal, need not be taken away, 762–764——Conclusion in regard to signal E, that the bell is a bad signal, 764——Improbability of the signals F, G, and B giving rise to difficulty, 772.

Colquitt, W. (Analysis of his Evidence.)—Witness is a first-class Liverpool pilot, and is vice chairman of the United Kingdom Pilots' Association; he has had twenty-two years' experience, 1803–1807. 1869. 1905–1908.

Grounds for the unanimous objection of the association to the proposed new rules, 1808–1812. 1816–1828. 1853–1856. 1869–1883. 1908, 1909——Examination as to signal B; belief that it will lead to confusion, 1813–1815. 1834–1843. 1913–1916. 1928–1930——Conclusion as to the undesirability of the siren for steam vessels, 1828–1834. 1884–1904.

Statement as to the incompetency of the men in command of steamers not carrying passengers, 1843–1852. 1931——Evidence respecting the difficulty of locating sound, 1853–

Report, 1895—*continued.*

Colquitt, W. (Analysis of his Evidence)—*continued.*

1853–1857——Satisfaction of the Pilots' Association with the rules at present in force, 1860–1868——Opinion that it is unnecessary for a towing vessel to have a special signal, 1911, 1912.

Difficulty that would arise in respect of signal E as to defining "ordinary anchorage ground," 1917–1920——Opinion that signal B would cover G, E, and I, 1921–1927——Advisability of retaining helm-signals; they are not used in foggy weather, 1932–1934.

Combination of Signals. Question raised as to the possibility of blending D and E; reasons which led to their being treated separately, *Sir C. Hall* 157–160——Inexpediency of combining H with I or B. *ib.* 173–175——Dissent from suggestion for blending signals B and I, *Sir G. S. Nares* 271–278——Conclusion adverse to a combination of signal F, vessel towing, and H, telegraph ship, *ib.* 279–282.

Opinion that signal G could be blended with B, *Duncan* 702, 703——Concurrence in the view that signal I might be merged in signal B, *Duncan* 707–711. 741; *Colomb* 756——Practicability of combining signal I with signal G, *Tuke* 1032–1036.

Recommendation that signals B, E, and I should be combined under signal I, *Cleary* 1311–1316. 1331–1337. 1371–1378. 1418–1424——Suggestion that signals B, G, and H should be included in I, *Morse* 1623–1627. 1653–1658. 1665, 1666——Opinion that B would cover E, G, and I, *Colquitt* 1921–1927——Grounds for the conclusion that signals G, H, and I might all be included in one, *Taylor* 2005–2020. 2047–2061.

Opinion that the number of signals should be reduced to five by combination, *Wait* 2142–2144——Conclusion that G and B might be amalgamated, but that I should be kept separate, *Smith* 2320–2327. 2330. 2340–2344. 2347–2351——Examination as to the practicability of blending H with I and B; belief that it might be retained without harm, *ib.* 2323–2327. 2331–2339——Opinion that signals I and F might be blended with B, *Cundy* 2368–2375

See also *Bell and Blasts. New Rules and Signals. Telegraph Ships. Towing Vessels. Vessel Stopped.*

Course-indicating Signals. Unanimous decision of the Washington Conference against course-indicating signals in fog, *Sir C. Hall* 46. 98, 99——Information as to the optional course-indicating signals for vessels in sight of one another, *ib.* 96, 97. 121–125——Consideration of the question of danger from a misconception between course-indicating and fog signals, *ib.* 144–152.

Details respecting the reports of the Sound Signal Committee in 1889; unanimous decision against course-indicating signals, *Sir G. S. Nares* 200–209——Belief that course-indicating fog-signals would be dangerous, *Wharton* 393–395——Possibility of confusion arising between course-indicating and fog-signals, *Webster* 647–650.

Cundy, Captain George C. (*Lieut. R.N.R.*) (Analysis of his Evidence.)—Is a master mariner in Westray's ships, trading to Queensland, 2352–2357.

Approval of the old signals A, C, and D, 2358. 2362——Suggestion that four short blasts should be the signal for B, "vessel stopped," 2358–2361——Belief that signal E might lead to confusion, 2363——Unadvisability of signal G, 2365. 2371.

Unimportance of signal H for a telegraph ship, 2366, 2367——Opinion that signals I and F might be blended with B, 2368–2375——Sufficiency of the bell without blasts for a vessel at anchor, 2376–2380.

Currie, Sir Donald (*Member of the House*). (Analysis of his Evidence.)—Is the representative of the shipping interest of London; has great interests in the Castle Company's Cape Line, and in the management of the Cape mail service, &c., 444–446.

Information as to the strong expressions of disapproval on the part of the captains and different trading firms with which witness is associated in regard to the proposals under the Washington Conference, 447. 490——Reference to the unanimous resolution against the proposed regulations, passed at a large meeting summoned by the Committee of the Shipping Exchange; previous to the meeting there had been friction between certain companies, 447–460. 502——Evidence showing that an outcome of the above meeting was a deputation representing numerous associations of shipowners to enter a protest to the Board of Trade; details concerning this protest, 447–449. 458–463. 473, 474. 491. 496–501. 503.

Authorisation given to witness to represent the German shipowners in the protest to the Board of Trade, 447. 463——Letter read by witness from Mr. Laeisz, President of the Hamburg Nautical Union, stating that Germany would be glad to see the rules revised; grounds for believing that this represents the views of Siam, the Netherlands, and other countries, 464–472. 488, 489. 495. 508, 509——Reference to the vagaries of sound in a fog, 473——Conclusion that confusion of sound entails danger, 473, 474.

Report, 1895—*continued.*

Currie, Sir Donald (*Member of the House*). (Analysis of his Evidence)—*continued.*

Examination as to the desirability of giving the rules a trial in the event of there being a consensus of opinion amongst foreign powers, 475-479. 487——Letter read from Mr. Woermann, chairman of the German Shipowners' Association, stating specifically their reasons against sound signals, 510.

D.

Danger (*New Rules and Signals*). Grounds for the conclusion that the new signals, though they may cause some confusion, will tend to greater caution and less danger, *Sir C. Hall* 78. 114–120. 126–130. 147. 161–172——Attention called to the confusion likely to ensue from the similarity of signals F, G, and H; opinion that alteration is unnecessary, *ib.* 161–172 — Conclusion that the proposed signals will give rise neither to danger nor to any great confusion, *Sir G. S. Nares* 253–258. 289–293. 302, 303. 327. 333–336.

Belief that the proposed rules will not involve danger, *Molyneux* 344–346 ——Question as to the difficulties that may arise through the similarity of the signals F, G, H; improbability of their proving serious, *Wharton* 390–398. 402, 403 ——Objection to the new fog-signals on the ground of increase in the risk of collision owing to the confusion of sound, *Webster* 516–521. 524–529. 534–542. 554–560—— Discussion respecting signal G; belief that it gives encouragement to navigate in a fog, *ib.* 543–548. 625——Admitted advantage in knowing whether a vessel had way upon her or was stationary, *ib.* 601–617.

Discussion as to the new signals forming an element of danger; opinion that they are unnecessary, *Duncan* 664–684. 712–718——Improbability of men experiencing any great difficulty in learning the new signals, *Colomb* 735. 746. 770, 771——Objection to the proposed signals on the ground that they will create confusion, and will also tend to lead captains to attempt navigation in fogs, *Fenwick* 783–819. 822. 881–902. 910–934. 946–949. 951–954——Belief that the learning of the signals would present no difficulty, *Tuke* 982–984.

Possibility that the new rules might tend to make mariners push on, *Tuke* 994. 1057–1061——Objection to the new sound signals on the ground of greater confusion and risk of collision, *Jobling* 1093–1115. 1118–1127——Opinion that signal G is unnecessary and dangerous, *Wait* 2152–2157——Belief that B, G, and F might be taken advantage of by one steamer to the prejudice of another, *McKirdy* 2234. 2237. 2251. 2256.

See also *Bell and Blasts* (*Signal E*). *Fog Signals.* *Loss of Life.* *New Rules and Signals.* *Sound Signals.*

Draft Report. Adoption, without amendment, of Draft Report as proposed by the Chairman of the Committee, *Rep.* vi.

Duncan, Captain Robert. (Analysis of his Evidence.)—Witness, who is in the Castle Line, has had twenty-four years' experience, 661–663.

Discussion as to the possibility of the new signals forming an element of danger; opinion that they are unnecessary, 664–684. 712–718——Inadvisability of both bell and blasts for signal E, 685–690——Admission that signal B might be advantageous, 693–695——Opinion that signal E might be eliminated, 696–698.

Willingness to accept signal F for vessels towing, 699–701——Belief that signal G could be blended with B, 702, 703——Possibility of eliminating signal H, 704–706—— Desirability of including signal I in signal B, 707–711.

E.

Existing Signals. Desirability, if further signals are necessary, of adopting the three which are in use at present for vessels in sight of one another, *Webster* 549–553. 626–633——Testimony to the sufficiency of the present fog signals, *Fenwick* 779–782. 820, 821. 943; *Jobling* 1116, 1117; *Holland* 1250–1252; *Watson* 1489–1491. 1517; *Morse* 1607. 1633–1639——Approval of the old signals A, C, and D, *Cundy* 2358–2362.

F.

Fenwick, John Fenwick. (Analysis of his Evidence.)—Is a member of the firm of Messrs. John Fenwick and Son; represents the Chamber of Shipping of the United Kingdom, 774–778.

Report, 1895—*continued.*

Fenwick, John Fenwick. (Analysis of his Evidence)—*continued.*

Conclusion as to the sufficiency of the present fog-signals, 779–782. 820, 821. 943——Objection to the proposed signals on the ground that they will create confusion, and will also tend to lead captains to attempt navigation in fogs, 783-819. 822. 881-902. 910-934. 946-949. 951-954——Probability that a captain might mistake the direction of signal B, 797-803. 939, 940——Opinion that the towing signal F is unnecessary, 823-827. 941, 942.

Detailed information as to the lives lost annually in the foreign and also in the home trade, showing that in the home trade about one-third of the lives lost are due to collisions, 828–880. 935-937. 944–945.

Fog-Horn. Desirability, if possible, of placing fog-horns further forward and making them of a uniform size and power, *Sir G. S. Nares* 295–301.

Fog-Signals (*Generally*). Enumeration of the members of the English Committee appointed to decide the principles that should guide the British delegates at Washington; the Committee recommended the adoption of a new fog-signal B, but objected to any alteration in the principle of the existing rules, *Sir C. Hall* 13–17. 29. 35–37. 181–183——Evidence showing that all the fog-signals approved by the Washington Conference were prepared by sailors of great experience, and have been adopted only after the greatest consideration, *ib.* 17. 178, 179.

Course adopted by the Conference in dealing with the Second Report of the Committee in regard to fog-signals; while the three existing fog-signals were not to be interfered with in principle six new signals, B, E, F, G, H, and I, were adopted, *Sir C. Hall* 48–52. 57–59——Constitution of a Committee appointed in England in 1890 to consider the recommendations of the Washington Conference; details of the suggested amendments, two only of which were adopted owing to the objection of foreign countries, *ib.* 66–76.

Conclusion of the Committee of 1890 that the new signals might give rise to confusion but could not create danger as they all tend to greater caution, *Sir C. Hall*, 78. 114–120. 126–130. 147. 161–172.

See also *the Headings generally throughout the Index.*

Fog-Whistle. Difficulty sometimes experienced in hearing the fog-whistle, *Webster* 638–642——Necessity for a better definition of an "efficient" whistle; approval of the suggestion that they should be made uniform, *McKirdy* 2257–2260. 2274–2281.

Foreign Countries. Explanatory statement respecting the representation of foreign nations at the Washington Conference and the action taken generally by foreign countries with reference to the proposed new signals, *Sir C. Hall* 23 *et seq.*——Information as to the objections to fog-signals raised at the Washington Conference by the Netherlands and Germany; these were ultimately waived, but have recently been again put forward by Germany, *ib.* 136-142.

Examination respecting the list of foreign countries objecting to the new rules which was given in a letter of the Liverpool Steamship Owners' Association dated September 1894; evidence showing that not one of the four countries named can be said to offer any great objection, *Walker* 409, 410. 425–435. 438–443——Reference to letter from the Liverpool Steamship Owners' Association stating that foreign Governments objected to the proposed signals, *Holland* 1247–1249——Evidence showing that several Canadian Captains, Naval Officers in the United States, the Netherlands Government, &c., disapprove of the new signals, *Smith* 1458–1468.

Paper handed in by Sir George Nares respecting the present attitude of foreign Governments on the questions at issue, *App.* 125.

See also *International Agreement. Washington Conference.*

Foreign Sailors. Conclusion that foreign sailors are not in favour of the new rules and signals, *Ovenden* 1578–1585; *Morse* 1699-1701; *Burn* 1770-1773.

G.

Germany. Authorisation given to witness to represent the German shipowners in the protest to the Board of Trade against the proposed new rules, *Sir D. Currie* 447. 463.

See also *Foreign Countries. Laeisz, C. Fred. Washington Congress. Woermann, Adolph.*

Groombridge, Captain J. G. (Analysis of his Evidence.)—Is a master mariner; has been in command of ships for twenty years, 2381, 2382.

Objection to the use of the siren for steamers, 2384. 2393-2396. 2402-2409——Preference given to the use of the bell only for anchorage, 2384-2387. 2401——Suggestion that the telegraph ship should be treated as a vessel at anchor, 2387-2392——Disapproval of signal B, for "vessel stopped," 2397-2400.

Report, 1895—*continued.*

H.

Hall, Sir Charles, K.C.M.G., Q.C., M.P. (Analysis of his Evidence.)—Witness, who is Recorder of London, has had much experience in fog-signals, and is one of the leading counsel in the Admiralty Court, 1-3.

Statement that the fog-signals now under consideration were first definitely put forward in 1889, at Washington, where, owing to a proposal of the United States, in 1888, an International Conference was held, at which witness was a British delegate, 4-8——Reference to a Board of Trade Circular issued prior to the conference, and addressed to shipowners and shipmasters; majority of replies opposed to the introduction of any new system, 9-12.

Enumeration of the Members of a Committee appointed to decide the principles that should guide the British delegates at Washington; the committee recommended the adoption of a new fog-signal (B), but objected to any alteration in the principle of the existing rules, 13-17. 29. 35-37. 181-183——Evidence showing that all the fog-signals approved by the Washington Conference were proposed by sailors of great experience, and have been adopted only after the greatest consideration, 17. 178, 179.

Particulars as to the constitution of the Washington Congress; names of the seven British delegates, 19-23——Statement that owing to the unwieldly size of the conference, sub-committees had to be appointed for different subjects, 21-24——Names of the members who formed the Committee on Sound Signals; information showing that this committee expressed an opinion against course-indicating sound signals for fog, and recommended the use of four new signals, 25-29. 32-34. 176, 177.

Reference to two additional signals—H for a vessel laying cable and I for a vessel not under command—which were adopted by the conference, 29-31——Details respecting a second sitting of the Committee on Sound Signals, 38-45——Unanimous decision of the conference against course-indicating signals, 46. 98, 99.

Course adopted by the conference in dealing with the Second Report of the Committee in regard to fog-signals; while the three existing fog-signals were not to be interfered with in principle six new signals, B, E, F, G, H and I, were adopted, 48-52. 57-59——Evidence showing that signal E relating to a vessel at anchor in a fairway at sea was not adopted with practical unanimity, 51. 53-56.

Constitution of a committee appointed in England in 1890 to consider the recommendations of the Washington Conference; details of the suggested amendments, two only of which were adopted owing to the objection of foreign countries, 60-76——Explanation of the reasons which led the above committee to suggest that vessels provided for in I should be included in B, 66-72. 76. 153-156.

Particulars of a Second Report issued in 1892, in which the rejected amendments were withdrawn in order that the International Rule of the Road at Sea should not be jeopardised, 76-79——Conclusion of the committee that the new signals might give rise to confusion but could not create danger as they all tend to greater caution, 78. 114-120. 126-130. 147——Unanimous Report of a further committee held in 1893, advocating the adoption of the revised rules which had been generally accepted by foreign powers, 80-89. 131-136. 143. 184, 185.

Information as to the objections to fog-signals raised at the conference by the Netherlands and Germany; these were ultimately waived, but have recently been again put forward by Germany, 136-142——Particulars respecting the objection of shipowners' societies to the proposed rules; opinion that this was merely due to the dislike of sailors for any change, as in many cases the representatives of the companies had not read the rules, 95-113. 180——Information as to the optional course-indicating signals for vessels in sight of one another, 96, 97. 121-125.

Examination as to the possibility of danger arising from a misconception between course-indicating and fog-signals, 144-152——Question raised as to the possibility of blending D and E; reasons which led to their being treated separately, 157-160——Question of confusion through the similarity of signals F, G, and H; opinion that alteration is unnecessary, 161-172.

Experience that new fog-signals can be learnt more rapidly than sailors apprehend, 162. 191——Inexpediency of combining H with I or B, 173-175——Explanation that in order to attend the conference witness gave up his practice at the bar for a term and a half, 194-196.

Helm-Signals. Statement as to helm-signals being sometimes used in fogs, *Jobling* 1153-1169; *Taylor* 1994-1998——Contention that helm-signals should be made compulsory in fog, *Wade* 1221-1234——Constant use of helm-signals in foggy weather, *Morse* 1625-1632. 1667, 1668; *Burn* 1724-1727. 1737-1739. 1754, 1755. 1783-1785——Advisability of retaining helm-signals, *Colquitt* 1932-1934.

Holland,

Report, 1895—*continued.*

Holland, Walter. (Analysis of his Evidence.)—Representation by witness of the Liverpool Steamship Owners' Association, 1235–1240. 1250–1252.

Statement that the association object to the new signals on the ground of the inaccuracy of the steam whistle, 1241–1243——Explanation of a second objection, viz., the uncertainty of sound in a fog, 1243–1245——Examination as to the communications of the association with the Board of Trade; opinion that sufficient attention was not paid to the shipping interests by that Department, 1246. 1261–1289.

Reference to a letter from the association stating that foreign governments objected to the proposed signals, 1247–1249——Testimony to the sufficiency of the existing signals, 1250–1252——Evidence respecting the supervision of the new rules by the United States, 1253–1260—— Letters from the Admiralty and Trinity House read by witness in support of his evidence, 1290, 1291.

I.

International Agreement. Particulars of a Second Report issued in 1892 by the English Committee of 1890, in which the rejected amendments were withdrawn in order that the International Rule of the Road at Sea should not be jeopardised, *Sir C. Hall* 76–79 ——Opinion that the B and E signals are beneficial, and that the others as they do not give rise to danger should be accepted in order to obtain an International Rule of the Road at Sea, *Wharton* 374–384. 386–389.

Examination as to the desirability of giving the new rules a trial in the event of there being a consensus of opinion amongst foreign powers, *Sir D. Currie* 475–479. 487—— Advisability of passing the revised regulations rather than risk the International Agreement, *Colomb* 748. 751–755. 765–767.

Argument that International Agreement should be risked rather than accept the new rules, *Tuke* 1077–1088——Advisability of retaining the three signals, B, E and I, rather than risk the loss of International Agreement, *Cleary* 1317–1321——Importance of International concurrence in regard to signals, *Karslake* 2068.

See also *Foreign Countries.* *Washington Conference.*

Interpretation of Signals. Opinion that difficulty would not arise in learning the new signals but in interpreting them, *Wade* 1187, 1188——Probability that the rules might, in some cases, prove difficult to apprehend, *Watson* 1486–1488.

See also *New Rules and Signals.*

J.

Jobling, Captain John Robert. (Analysis of his Evidence.)—Is master of the steamship "Northdene;" has been thirty-six years at sea, and is engaged in the coasting trade, 1089–1092.

Objection to the new sound signals on the ground of greater confusion and risk of collision, 1093–1115. 1118–1127——Testimony to the adequacy of the present fog-signals, 1116, 1117——Discussion respecting signal B, for a vessel stopped, 1128–1134 ——Possibility of eliminating signals I, H and G as being the least important, 1134–1141.

Belief that signal F, vessel towing, is unnecessary, 1142–1147. 1152——Sufficiency of the bell without any blasts for signal E, 1148–1151——Statement to the effect that helm signals are sometimes used in a fog, 1153–1169.

K.

Karslake, Captain, R.N. (Analysis of his Evidence.)—Is in command of the "Duke of Wellington," 2062.

Approval of the proposed fog-signals with the exception of G, H and I, to which witness is strongly opposed; opinion that they should be included in B, 2063–2067. 2076–2084. 2095–2097. 2111–2120——Experience as to the desirability of signal E; statement that witness has often used both siren and bell, 2066. 2073. 2085–2094. 2098–2100. 2102, 2103——Belief that the towing signal F is unnecessary, but might be retained as it does not entail danger, 2066. 2074, 2075. 2101.

Importance of International concurrence in regard to signals, 2068——Discussion respecting the expediency of signal B, 2069–2072——Improbability of confusion arising between the siren of a lighthouse and that of a steamer, 2104–2106——Desirability of making all bells of uniform force, 2107–2110.

L.

Laeisz, C. Fred. Letter from Mr. Laeisz, President of the Hamburg Nautical Union, stating that Germany would be glad to see the rules revised; grounds for believing that this represents the views of Siam, the Netherlands, and other countries, *Sir D. Currie* 464–472. 488, 489. 495. 508, 509.

Liverpool. Representation by witness of the views of the Liverpool Steamship Owners' Association, *Holland* 1235 *et seq.*——Letters from the Admiralty and Trinity House read by witness in support of his evidence, *ib.* 1290, 1291.

London Short Sea Traders' Association. Witness, who is in command of a vessel belonging to the General Steam Navigation Company, and has been forty-two years at sea, submits the views of the London Short Sea Traders' Association, *Taylor* 1935 *et seq.*

Loss of Life. Paper showing, for the several years 1890–93, the total loss of life in the foreign trade, and the loss by collisions only, in the foreign trade (steam only), *App.* 128——Further statistics of the Board of Trade respecting the loss of life yearly from wrecks and from collisions, including the home and foreign trade, *ib.* 129, 130.

M.

McKirdy, Captain. (Analysis of his Evidence.)—Is marine superintendent connected with the Shaw, Savill and Albion Company; was previously a master mariner for ten years, 2222–2227.

Objection of witness to multiplying sound signals at sea, 2228–2233——Belief that B, G, and F might be taken advantage of by one steamer to the prejudice of another, 2234. 2237. 2251. 2256——Undesirability of signal B, "vessel stopped," 2235–2239. 2271–2273——Preference given to the bell only without the fog-horn, 2239–2241——Grounds for approving of signal F, 2242. 2261–2270.

Statement that no difficulty has been experienced by witness in distinguishing between long and short blasts, 2244–2250——Indifference as to the form of signal to be adopted for a telegraph ship, 2253–2255——Necessity for a better definition of an "efficient" whistle; approval of the suggestion that they should be made uniform, 2257–2260. 2274–2281.

Moderate Speed. Necessity for a definition of "moderate speed," *Webster* 588–592.

Molyneux, Vice Admiral Sir Robert. (Analysis of his Evidence.)—Witness was one of the delegates at Washington and has been a member of the various Board of Trade Committees, 340, 341.

Opinion that some of the proposed rules are most beneficial and that others which are not of vital consequence should be retained without alteration rather than risk wrecking the International Rule of the Road at Sea, 342, 343. 346–352. 356 359. 362–366——Improbability of the new rules proving difficult to master, 343——Belief that the rules will not involve danger, 344–346.

Reference to the great point made of the towing signal F by the United States, 348. 367–372——Evidence showing that captains of the mercantile marine were represented on the Washington Conference and also on the Board of Trade Committees, 353–355——Statement that the B signal was the only one proposed by England, 359, 360.

Morse, Evan T. (Analysis of his Evidence.)—Is a Cardiff and a Bristol Channel Pilot; has been thirty-six years in the pilot service, 1600–1606. 1689–1698.

Belief that the rules at present in force are sufficient, 1607. 1633–1639——Objection to the new signals owing to the uncertainty of sound in fog, 1607–1622——Desirability of a signal for a vessel towing, 1607, 1608——Suggestion that signals B, G, and H should be included in I, 1623–1627. 1653–1658. 1665, 1666.

Statement that helm signals are constantly used in foggy weather, 1625–1632. 1667–1688——Opinion that the old steam whistle is preferable to the siren for steamers, 1640–1652——Disapproval of the use of blasts in addition to the bell for signal E, 1659–1664——Experience that foreign sailors are opposed to the proposed rules, 1699–1701.

Report, 1895—*continued.*

N.

Nares, Vice Admiral Sir George Strong, K.C.B. (Analysis of his Evidence.)—Witness was chairman of the Washington Sound Signal Committee; has for fifteen years been a member of the London Rule of the Road Committee, 197–199.

Details respecting the reports of the Sound Signal Committees in 1889; unanimous decision against course-indicating signals, 200–209——Statement that signal A is practically the present one for a prolonged blast for all steam vessels, 211——Information as to signal B, suggested by the London Rule of the Road Committee, 212——Evidence showing that the Sound Signal Committee was composed, with one exception, of practical seamen, 213, 214.

Examination as to signal C; attention called to the fact that the old rule C included three signals, 215–219——Reference to signal D, which is an old signal remodelled, 220, 221——Illustration showing the desirability of signal E, which created great discussion at the Conference; enumeration of the countries that voted for and against it, 222–232——Particulars respecting signal F relating to towing vessels; great diversity of opinion at the Conference as to sailing vessels being included, 233, 234.

Consideration of signal G, the optional signal; its introduction was advised by the Peninsular and Oriental and the Cunard Companies, 235–241. 313–324——Explanation of rules H and I, both of which are answering signals, proposed by Germany and finally carried by the Conference, 242–249. 294——Opinion that the present single fog-signal is insufficient, and that the proposed signals will be readily learnt and prove a safeguard to life and property at sea, 250. 259. 265, 266. 269, 270.

Examination in regard to the objections raised to the proposed signals; belief that much of the opposition experienced has been due to an erroneous idea respecting the character of the signals as illustrated in the case of the Liverpool Steamship Owners' Association, 252. 264–268. 283–288. 325–327——Conclusion that the proposed signals will give rise neither to danger nor to any great confusion, 253–258. 289–293. 302, 303. 327. 333–336——Document handed in illustrative of the numberless signals in use in New York Harbour, 260–263.

Attention called to the suggestion for blending signals B and I; grounds for personal belief that they are better separate, 271–278——Discussion as to the possibility of combining signals F, vessel towing, and H, telegraph ship; belief that combination is undesirable, 279–282——Desirability, if possible, of placing fog-horns further forward, and making them of a uniform size and power, 295–301.

Statement that the three possible conditions of a vessel, viz., "under control," "not under control," and "at anchor," were fully considered by the Sound Signal Committee when drafting the rules, 304–312——Caution necessary before any alteration of the proposed rules, 337–339.

Netherlands. Reference to a Report issued by the leading shipowners in the Netherlands in which apprehension was expressed that the new signals would cause confusion, *Walker* 436, 437——*See* also *Foreign Countries. Washington Conference.*

New Brunswick. Objection of the shipowners of St. John's, New Brunswick, to the new rules; communication read from the above shipowners to the Dominion Government protesting against the introduction of the new fog-signals, *Smith* 1427–1436. 1454–1457. 1468.

NEW RULES AND SIGNALS:

Explanatory statements in connection with the discussions and investigations which resulted in the adoption by the Washington Conference of six new signals, B, E, F, G, H, and I, *Sir C. Hall* 13 *et seq.*——Explanation of the reasons which led the English Committee of 1890 to suggest that vessels provided for in I should be included in B, *ib.* 66–72. 76. 153–156——Experience that new fog-signals can be learnt more rapidly than sailors apprehend, *ib.* 162. 191.

Statement that signal A is practically the present one for a prolonged blast for all steam vessels, *Sir G. S. Nares* 211——Examination as to signal C; attention called to the fact that the old rule C included three signals, *ib.* 215–219——Reference to signal D, which is an old signal remodelled, *ib.* 220, 221—— Opinion that the present single fog-signal is insufficient, and that the proposed signals will be readily learnt and prove a safeguard to life and property at sea, *ib.* 250. 259. 265, 266. 269, 270.

Statement that the three possible conditions of a vessel, viz., "under control," "not under control," and "at anchor," were fully considered by the Sound Signal Committee when drafting the rules, *Sir G. S. Nares* 304–312—— Necessity of caution in any attempt to alter the proposed rules, *ib.* 337–339.

Report, 1895—*continued.*

NEW RULES AND SIGNALS—continued.

Improbability of the new rules proving difficult to master, *Molyneux* 343——Information as to the objections raised in Great Britain in 1891, 1893, and subsequently to the proposed rules, *Walker* 412–424——Belief that the new signals, although not perfect, are an improvement, and are not likely to cause harm, *Colomb* 721–734. 736–740. 745. 768——Opinion that G, being an optional signal, need not be taken away, *ib.* 762–764——Improbability of the signals F, G, and B giving rise to difficulty, *ib.* 772——Possibility of eliminating signals H, I, and G as being the least important, *Jobling* 1134–1141.

Opinion favourable to the proposed rules, *Cleary* 1297–1310——Grounds for believing that signals F and G are necessary, *ib.* 1338–1342. 1372. 1382–1384——Grounds for objecting to the proposed new signals, *Watson* 1476. 1481–1485——Conclusion that signals B and E might be accepted, but that G, H, and I should be eliminated, *ib.* 1492–1502. 1506–1516. 1518–1520.

Opinion that signal G is not necessary, and that signal H could be included in I, *Ovenden* 1554–1556——Approval of signals A, C, D, and also of signal I, for a disabled vessel only; opinion that B, E, G, and H should be eliminated, *Burn* 1715–1723. 1729–1736. 1752, 1753. 1756–1769. 1790–1797——Reasons for believing that the proposed rules are unnecessary and will give rise to confusion in crowded waters, *Taylor* 1943–1973. 2019, 2020——Approval of the proposed fog-signals, with the exception of G, H, and I, to which witness is strongly opposed; opinion that they should be included in B, *Karslake* 2063–2067. 2076–2084. 2095–2097. 2111–2120.

Undesirability of signals F and G, *Cato* 2189——Evidence in favour of signal F, *McKirdy* 2242. 2261–2270——Favourable opinion of witness in regard to the proposed signals, *J. Smith* 2286, 2287. 2311. 2328, 2329. 2345, 2346——Opinion that signal G would not prove misleading, *ib.* 2304–2310——Unadvisability of signal G, *Curdy* 2365. 2371.

See also *the Headings generally throughout the Index.*

New York Harbour. Document handed in illustrative of the numberless signals in use in New York Harbour, *Nares* 260–263.

O.

Ovenden, George Thomas. (Analysis of his Evidence.)—Is a certificated pilot of Dover; represents the United Pilots' Association, 1531–1533. 1538–1540. 1560–1566.

Objection to the proposed signals owing to the delusive nature of sound in a fog, 1534, 1535——Statement as to the impracticability of signal B, 1541–1546. 1557–1559——Evidence as to signal E; belief that the bell is sufficient, 1547–1551——Approval of a signal for a towing vessel, 1552, 1553. 1565, 1566.

Opinion that signal G is not necessary, and that signal H could be included in I, 1554–1556——Suggestion that four blasts should be the signal for a vessel that could not manœuvre, 1567–1577——Experience that foreign sailors are not in favour of the new rules, 1578–1585——Desirability of retaining the old steam-blast rather than the siren for vessels 1586–1599.

P.

Penalties. Conclusion that much of the opposition to the proposed signals is due to an erroneous idea that a penalty would be incurred were the signals mistaken one for another, *Wharton* 401. 404–407.

Pilots. Witness, who is a certificated pilot of Dover, represents the United Pilots' Association, *Ovenden et seq.*——Grounds for the unanimous objection of the United Kingdom Pilots' Association to the proposed rules, *Colquitt* 1808–1812. 1816–1828. 1853–1859. 1869–1883. 1908, 1909——Satisfaction of the Pilots' Association with the rules at present in force, *ib.* 1860–1868.

Private Signals. Statement that private signals are not used in fog, *Cleary* 1391–1397.

Privy Council. Consideration of a Report of a Committee of the Privy Council, dated January 1893, approving of the suggested alterations, *W. Smith* 1451–1454.

R.

Reappointment of Committee. Recommendation that a Committee should be appointed in the next Session of Parliament for the purpose of considering the Evidence and reporting to the House, *Rep.* iii.

Report, 1895—*continued.*

S.

Shipmasters' and Officers' Federation. Representation by witness of the Shipmasters' and Officers' Federation, numbering about 9,000 members, *Wade* 1170 *et seq.*——Statement that the Federation would not give up their opposition to the rules for the sake of an International agreement, *ib.* 1192–1198.

Shipowners. Reference to a Board of Trade Circular issued prior to the Washington Conference, and addressed to shipowners and shipmasters; majority of replies opposed to the introduction of any new system, *Sir C. Hall* 9–12 ——Particulars respecting certain objections of shipowners' societies to the proposed rules; opinion that this was merely due to the dislike of sailors for any change, as in many cases the representatives of the companies had not read the rules, *ib.* 95–113. 180.

Examination in regard to the objections raised to the proposed signals; belief that much of the opposition experienced has been due to an erroneous idea respecting the character of the signals, as illustrated in the case of the Liverpool Steamship Owners' Association, *Sir G. S. Nares* 252. 264–268. 283–288. 325–327.

Reference to the unanimous resolution against the proposed regulations, passed at a large meeting summoned by the committee of the Shipping Exchange; previous to the meeting there had been friction between certain companies, *Sir D. Currie* 447–460. 502 ——Evidence showing that an outcome of the above meeting was a deputation representing numerous associations of shipowners to enter a protest to the Board of Trade; details concerning this protest, *ib.* 447–449. 458–463. 473, 474. 491. 496–501. 503.

Siren. Opinion that the siren should not be legalised for steamers, *Watson* 1476–1480. 1521–1525——Concurrence in the opinion that the old steam-whistle is preferable to the siren for steamers, *Ovenden* 1586–1599; *Morse* 1640–1652 ——Conclusion as to the undesirability and danger of the siren for steam vessels, *Burn* 1797–1801; *Colquitt* 1828–1834. 1884–1904; *Taylor* 1974–1979. 2021–2036; *Groombridge* 2384. 2393–2396. 2402–2409.

Experience as to the desirability of signal E; statement that witness has often used both siren and bell, *Karslake* 2066. 2073. 2085–2094. 2098–2100. 2102, 2103—— Improbability of confusion arising between the siren of a lighthouse and that of a steamer, *ib.* 2104–2106.

Smith, James. (Analysis of his Evidence.)—Has been in command of steamships on ocean voyages for nearly eighteen years; is with Gray, Dawes, and Company, 2282–2285.

Favourable opinion expressed by witness in regard to the proposed signals, 2286, 2287. 2311. 2328, 2329. 2345, 2346 —— Necessity of signal B for vessel stopped, 2288–2290 ——Approval of the bell and blasts for signal E; 2291–2298——Desirability of signal F for a towing vessel; suggestion that the vessel towed should signal with her fog-horn, 2312–2319.

Opinion that signal G would not prove misleading, 2304–2310——Conclusion that G and B might be amalgamated, but that I should be kept separate, 2320–2327. 2330. 2340–2344. 2347–2351—— Examination as to the practicability of blending H with I or B; the former might be retained without harm, 2323–2327. 2331–2339.

Smith, William. (Analysis of his Evidence.)—Is Deputy Minister of Marine for the Canadian Government; is a member of the Board of Trade Committee for the Manning of British Ships, 1425, 1426.

Objection of the shipowners of St. John's, New Brunswick, to the new rules; communication read from the above shipowners to the Dominion Government protesting against the introduction of the proposed fog-signals, 1427–1436. 1454–1457. 1468—— Authorisation given witness by the Government of Canada to act on their behalf in regard to the rule of the road at sea, 1437–1450.

Attention of witness called to a report of a Committee of the Privy Council dated January 1893, approving of the suggested alterations, 1451–1454——Desirability of fog-signal F, for a towing vessel, 1455–1457——Grounds for the objection of the President of the Board of Trade to allow witness to give evidence except privately by letter; copy of letter handed in (*App.* 126–128), 1457, 1458.

Evidence showing that several Canadian captains, naval officers in the United States, the Netherlands Government, &c., disapprove of the new signals, 1458–1468——Belief that the practical navigators of the Merchant Service were not sufficiently represented at the various committees, 1462.

Suggestion that the anxiety of the Board of Trade to secure an International agreement has led to the adoption of the new rules in spite of their unpopularity, 1463——Statement as to the unreliability of sound signals in a fog, 1463–1468——Desirability of improving the wording of signal B, 1468.

Report, 1895—*continued.*

SOUND SIGNALS:

Names of the members of the Washington Conference who formed the Committee on Sound Signals; information showing that this Committee expressed an opinion against course-indicating sound signals for fog, and recommended the use of four new signals, *Sir C. Hall* 25-29. 32-34. 176, 177——Details respecting a second sitting of the Committee on Sound Signals, *ib.* 38-45——Evidence showing that the Sound Signal Committee at the Washington Conference was composed, with one exception, of practical seamen, *Sir G. S. Nares* 213, 214.

Evidence as to the capricious nature of sounds heard in a fog, and as to the degree of confusion and danger thereby, *Sir D. Currie* 473, 474; *Webster* 521-523. 527. 544. 651-653——Statement that not one single case of collision has been due to mistaken direction and sound in a fog, *Colomb* 743. 744. 749, 750—— Probability that a captain might mistake the direction of signal B, *Fenwick* 797-803. 939, 940.

Objections to the proposed fog-signals on account of the unreliability of sound in a fog, *Burn* 1708-1712. 1740-1751. 1786-1789; *Tuke* 958-981. 985-987. 993. 995-999. 1037-1056. 1062-1076; *Holland* 1243-1245; *Ovenden* 1534, 1535; *Morse* 1607-1622——Examination as to the signals F and G, witness submitting that sound signals in fog are useless, *Tuke* 988-992. 1010-1014——Opinion that sound, when clear of the intervention of land is reliable in a fog, *Wade* 1213-1219. 1229-1233——Experience that sounds are only liable to be mistaken in fog when land intervenes, *Cleary* 1350-1370. 1385-1390.

Statement as to the unreliability of sound signals in a fog, *W. Smith* 1463. 1468——Difficulty of locating sound, *Colquitt* 1853-1857——Objection to multiplying sound signals at sea, *M'Kirdy* 2228-2233.

See also *Bell and Blasts. Fog Signals. New Rules and Signals. Telegraph Ships. Towing Vessels. Vessels Stopped.*

Steam-Whistle. Objection to the new signals on the ground of the inaccuracy or unreliability of the steam-whistle, *Holland* 1241-1243——Necessity for steam whistles to be of a uniform size, *Cleary* 1379-1381.

T.

Taylor, Captain. (Analysis of his Evidence.)— Is in command of a vessel belonging to the General Steam Navigation Company, and has been forty-two years at sea; appears on behalf of the London Short Sea Traders' Association, 1935-1942.

Reasons for believing that the proposed rules are unnecessary, and will give rise to confusion in crowded waters, 1943-1973. 2019, 2020——Objection to the use of the siren by steam vessels, 1974-1979. 2021-2036——Admission that signal B might be useful were there but one other steamer within hearing, 1980-1985——Opinion that the bell is sufficient for signal E, 1986-1995. 2037-2046.

Statement that helm signals are sometimes used in fog, 1994-1998——Advisability of a signal for a vessel towing, 1999-2004——Examination as to signals G, H, and I; opinion that they might all be included in one, 2005-2020. 2047-2061.

Telegraph Ships (*Signal H*). Practicability of merging signal H (telegraph ship) in another, *Wharton* 384, 385——Opinion that the telegraph ship signal H should be included under I, *Webster* 530-532. 568-571——Possibility of eliminating signal H, *Duncan* 704-706—— Discussion as to the possibility of blending signal H and F, *Colomb* 757-761——Opinion that signal H is the least important, *Tuke* 1025-1029.

Probability that telegraph ships need some distinguishing signal, *Cleary* 1343-1349——Necessity for a special signal for telegraph ships; suggestion that it should be five short blasts, *Cato* 2172-2183. 2194-2215——Practice of telegraph ships to signal to each other by the long and short blast of the Morse Code, *ib.* 2184-2188. 2216-2221.

Statement that no difficulty has been experienced by witness in distinguishing between long and short blasts, *M'Kirdy* 2244-2250——Indifference as to the form of signal to be adopted for a telegraph ship, *ib.* 2253-2255——Unimportance of signal H, *Cundy* 2366, 2367——Suggestion that the telegraph ships should be treated as vessels at anchor, *Groombridge* 2387-2392.

Towing Vessels (*Signal F*). Particulars respecting signal F, relating to towing vessels, there having been a great diversity of opinion at the Washington Conference as to the signal applying to sailing vessels, *Sir G. S. Nares* 233, 234——Unanimous adoption of the signal for steam vessels, *ib.* 233——Reference to the great point made of the towing signal F by the United States, *Molyneux* 348. 367-372—— Importance of a signal being adopted for a vessel towing, *Webster* 566, 567. 618-622. 655. 660——Approval of signal F for a vessel towing, *Duncan* 699-701; *Wade* 1205; *W. Smith* 1455-1457; *Ovenden* 1552, 1553. 1565, 1566; *Morse* 1607, 1608; *Burn* 1713, 1714. 1728; *Taylor* 1999-2004.

Opinion

Report, 1895—*continued.*

Towing Vessels (*Signal F*)—continued.

Opinion that the towing-signal F is unnecessary, *Fenwick* 823-827. 941, 942; *Jobling* 1142-1147. 1152; *Watson* 1503-1505. 1526-1530; *Colquitt* 1911-1912——Belief that the towing-signal F is unnecessary but might be retained, as it does not incur danger, *Karslake* 2066. 2074, 2075. 2101——Opinion that a signal for a towing vessel is necessary, and that it should be two prolonged blasts, *Wait* 2148-2151——Desirability of signal F for a towing vessel; suggestion that the vessel towed should signal with her fog-horn, *J. Smith* 2312-2319.

Tuke, Captain Melville. (Analysis of his Evidence).—Is a shipmaster in the employment of the Orient Steam Navigation Company, Limited; has had 25 years' experience, 955-957.

Objection to the proposed fog-signals on account of the unreliability of sound in a fog, 958-981. 985-987. 993. 995-999. 1037-1056. 1062-1076——Belief that the learning of the signals would present no difficulty, 982-984——Examination as to the signals F and G; conclusion that sound signals in fog are useless, 988-992. 1010-1014——Possibility that the new rules might tend to make mariners push on, 994. 1057-1061——Discussion respecting signal B, for a vessel stopped; opinion that it would not be distinguished, 1000-1010.

Consideration of signal E; possibility of the two blasts being mistaken for one, 1015-1024——Opinion that signal H, telegraph ship, is the least important, 1025-1029——Practicability of combining signal I with signal B, 1030, 1031——Evidence as to the undesirability of signal G, 1032-1036——Argument that International agreement should be risked rather than accept the new rules, 1077-1088.

U.

United States. Evidence respecting the action of the United States in suspending or postponing the operation of the new rules, *Holland* 1253-1260.

See also *Washington Conference.*

V.

Vessel Stopped (*Signal B.*) Information as to signal B, suggested by the London Rule of the Road Committee; constant demand for this signal, *Sir G. S. Nares* 212——Statement that if some of the proposed signals must be adopted signal B might remain, *Webster* 561-563——Admission that signal B might be advantageous, *Duncan* 693-695——Discussion respecting signal B for a vessel stopped, with suggestions on the subject, *Jobling* 1128-1134; *Karslake* 2069-2072; *Tuke* 1000-1010.

Approval of signal B, provided that signals E, G, H and I are eliminated, *Wade* 1179, 1180. 1184. 1199-1203. 1206-1209——Desirability of improving the wording of signal B, *W. Smith* 1468——Statement as to the impracticability of signal B, *Ovenden* 1541-1546. 1557-1559——Undesirability of signal B, "vessel stopped," *Colquitt* 1813-1815. 1834-1843. 1913-1916. 1928-1930; *McKirdy* 2235-2239. 2271-2273; *Groombridge* 2397-2400.

Admission that signal B might be useful were there but one other steamer within hearing, *Taylor* 1980-1985——Approval of signal B for a vessel stopped, provided the number of blasts are altered; suggestion that three prolonged blasts would be better than two, *Wait* 2127-2141. 2158-2166——Concurrence in approval of signal B, *Cato* 2192, 2193; *J. Smith* 2288-2290——Suggestion that four short blasts should be the signal for B, "vessel stopped," *Candy* 2358-2361.

W.

Wade, Captain Wentworth Shields. (Analysis of his Evidence.)—Is a shipmaster of great experience; represents the Shipmasters and Officers' Federation, numbering about 9,000 members, 1170-1178. 1220.

Approval of signal B, provided that signals E, G, H and I are eliminated, 1179, 1180. 1184. 1199-1203. 1206-1209 — Desirability of an interval of one minute only between the blasts in signal A, 1181-1191. 1210-1212——Objection to a complicated system of signals, 1185, 1186——Opinion that difficulty would not arise in learning the new signals but in interpreting them, 1187, 1188——Statement that the Federation represented by witness would not give up their opposition to the rules for the sake of an International agreement, 1192-1198.

Evidence as to the necessity for an efficient bell for ships, 1200-1203——Approval of signal F, for a vessel towing, 1205——Opinion that sound when clear of the intervention of land is reliable in a fog, 1213-1219. 1229-1233——View of the Federation that helm-signals should be made compulsory in fog, 1221-1234.

Report, 1895—*continued.*

Wait, Captain. (Analysis of his Evidence.)—Has been for nearly twenty-three years with the Union Steamship Company, 2121–2126.

Approval of signal B, for a vessel stopped, provided the number of blasts are altered; suggestion that three prolonged blasts would be better than two, 2127–2141. 2158–2166——Opinion that the number of signals should be reduced to five by combination, 2142–2144——Objection to the bell and blasts in signal E, 2145–2147——Necessity for a signal for a towing vessel; it should be two prolonged blasts, 2148–2151——Opinion that signal G is unnecessary and dangerous, 2152–2157.

Walker, Ingram Bathurst. (Analysis of his Evidence.)—Is Assistant Secretary of the Marine Department of the Board of Trade, 408.

Examination respecting the list of foreign countries objecting to the new rules, which was given in a letter of the Liverpool Steamship Owners' Association, dated September, 1894; evidence showing that not one of the four countries named can be said to offer any great objection, 409, 410. 425–435. 438–443——Information as to the objections raised in Great Britain in 1891, 1893, and subsequently, 412–424——Reference to a report issued by the leading shipowners in the Netherlands in which apprehension was expressed that the new signals would cause confusion, 436–437.

Washington Conference. Statement that the fog-signals now under consideration were first definitely put forward in 1889 at Washington, where, owing to a proposal of the United States in 1888, an International Conference was held, at which witness was a British delegate, *Sir C. Hall* 4–8——Particulars as to the constitution of the Washington Congress; names of the seven British delegates, *ib.* 19–23——Explanation that owing to the unwieldy size of the conference, sub-committees had to be appointed for different subjects, *ib.* 21. 24.

Reference to two additional signals, H for a vessel laying cable, and I for a vessel not under command, which were adopted by the conference, *Sir C. Hall* 29–31——Evidence showing that signal E relating to a vessel at anchor in a fairway at sea was not adopted with practical unanimity, *ib.* 51. 53–56.

Unanimous report of a Committee held in 1893 advocating the adoption of the revised rules which had been generally accepted by foreign powers, *Sir C. Hall* 80–89. 131–136. 143. 184, 185.

Illustration showing the desirability of signal E, which created great discussion at the conference; enumeration of the countries that voted for and against it, *Sir G. S. Nares* 222–232——Opinion that some of the proposed rules are most beneficial, and that others which are not of vital consequence should be retained without alteration rather than risk wrecking the International Rule of the Road at Sea, *Sir R. Molyneux* 342, 343. 346–352. 356–359. 362–366——Statement that the B signal was the only one prepared by England, *ib.* 359, 360.

Information as to the strong expressions of disapproval on the part of the captains and different trading firms with which witness is associated in regard to the proposals under the Washington Conference, *Sir D. Currie* 447. 490.

Watson, Captain Robert. (Analysis of his Evidence.)—Is master of a vessel belonging to Messrs. Wilson and Company, of Hull; is licensed by the Trinity House, and also by the Swedish authorities, as a pilot, 1470–1476.

Grounds for objecting to the proposed new signals, 1476. 1481–1485——Opinion that the siren should not be legalised for steamers, 1476–1480. 1521–1525——Probability that the rules might, in some cases, prove difficult to apprehend, 1486–1488——Testimony to the sufficiency of the signals now used, 1489–1491. 1517.

Statement that signals B and E might be accepted, but that G, H and I should be eliminated, 1492–1502. 1506–1516. 1518–1520——Belief that signal F, for a vessel towing, is unnecessary, 1503–1505. 1526–1530.

Webster, Captain Matthew Pedden. (Analysis of his Evidence).—Is in the Castle Line, trading to the Cape; has had more than twenty-eight years' practical experience, 511–515.

Objection to the new fog-signals on the ground of increase in the risk of collision owing to the confusion of sound, 516–521. 524–529. 534–542. 554–560——Evidence as to the capricious nature of sounds heard in a fog, 521–523. 527. 544. 651–653——Opinion that the telegraph ship signal H should be included under I, 530–532. 568–571——Discussion respecting signal G; belief that it gives encouragement to navigate in a fog, 543–548. 625.

Desirability, if further signals are necessary, of adopting the three which are in use at present for vessels in sight of one another, 549–553. 626–633——Statement that if some of the signals must be adopted signal B might remain, 561–563——Contention that a bell without the blasts is sufficient for signal E, 564. 623, 624——Importance of a signal being adopted for a vessel towing, 566, 567. 618–622. 655. 660.

Necessity

Report, 1895—*continued.*

Webster, Captain Matthew Pedden. (Analysis of his Evidence)—*continued.*

Necessity for a definition of "moderate speed," 588-592—— Admitted advantage in knowing whether a vessel had way upon her or was stationary, 601-617—— Difficulty sometimes experienced in clearing the fog-whistle, 638-642—— Possibility of confusion arising between course-indicating and fog-signals, 647-650.

Wharton, Rear Admiral William J. L. (Analysis of his Evidence).—Is Hydrographer to the Navy; was a member of the British committees held before and after the Washington Conference, 373-375.

Opinion that the B and E signals are beneficial, and that the others, as they do not give rise to danger, should be accepted in order to obtain an International Rule of the Road at Sea, 374-384. 386-389——Practicability of merging signal H, telegraph ship, in another, 384, 385——Question as to the difficulties that may arise through the similarity of the signals F, G, H; improbability of their proving serious, 390-398. 402, 403.

Belief that course-indicating fog-signals would be dangerous, 393-395——Experience that much of the opposition to the proposed signals is due to an erroneous idea that a penalty would be incurred were the signals mistaken one for another, 401. 404-407.

Woermann, Adolph. Letter read from Mr. Woermann, chairman of the German Shipowners' Association, stating specifically their reasons against sound signals, *Sir D. Currie*, 510.

Wrecks and Collisions. Detailed information (*App.* 129, 130) as to the loss of life annually in the foreign and also in the home trade, showing that in the home trade about one-third of the lives lost are due to collisions, *Fenwick* 828-880. 935-937. 944, 945.

REPORT

FROM THE

SELECT COMMITTEE

ON

SHOPS (EARLY CLOSING) BILL;

TOGETHER WITH THE

PROCEEDINGS OF THE COMMITTEE,

MINUTES OF EVIDENCE,

APPENDIX, AND INDEX.

Ordered, by The House of Commons, *to be Printed,*
21 *May* 1895.

LONDON:
PRINTED FOR HER MAJESTY'S STATIONERY OFFICE,
BY EYRE AND SPOTTISWOODE,
PRINTERS TO THE QUEEN'S MOST EXCELLENT MAJESTY.

And to be purchased, either directly or through any Bookseller, from
EYRE AND SPOTTISWOODE, East Harding Street, Fleet Street, E.C.
and 32, Abingdon Street, Westminster, S.W.; or
JOHN MENZIES & Co., 12, Hanover Street, Edinburgh, and
90, West Nile Street, Glasgow; or
HODGES, FIGGIS, & Co., Limited, 104, Grafton Street, Dublin

273.

Shops (Early Closing) Bill.

[*Tuesday, 19th February* 1895]:—Read a second time, and committed to a Select Committee.

Committee nominated—[*Friday, 1st March* 1895]—of—

Mr. Baldwin.
Marquess of Carmarthen.
Mr. Cameron Corbett.
Mr. Diamond.
Dr. Farquharson.
Mr. Charles Fenwick.
Mr. Frederick Frye.
Sir John Gorst.
Mr. Seale-Hayne.
Mr. Kearley.
Mr. Leake.
Sir John Lubbock.
Sir Blundell Maple.
Sir Francis Powell.
Mr. Samuel Smith.

Ordered, That the Committee have power to send for Persons, Papers, and Records.

That Five be the Quorum of the Committee.

Ordered,—[*Monday, 4th March* 1895]:—That Mr. Charles Fenwick be discharged from further attendance, and that Mr. H. L. W. Lawson be added to the Committee.

Ordered,—[*Tuesday, 5th March* 1895]:—That Mr. Seale-Hayne be discharged from further attendance, and that Mr. Tennant be added to the Committee.

Ordered,—[*Thursday, 7th March* 1895]:—That the Marquess of Carmarthen be discharged from further attendance, and that Viscount Cranborne be added to the Committee.

Ordered,—[*Wednesday, 20th March* 1895]:—That Mr. Leake be discharged from further attendance, and that Mr. Edwards be added to the Committee.

REPORT - - - - - - - - - - - - - p. iii
PROCEEDINGS OF THE COMMITTEE - - - - - - - p. iv
MINUTES OF EVIDENCE - - - - - - - - - - - p. 1
APPENDIX - - - - - - - - - - - - - - p. 223
INDEX - - - - - - - - - - - - - - - p. 243

REPORT.

THE SELECT COMMITTEE, to whom the SHOPS (EARLY CLOSING) BILL was referred, have considered the said BILL, and taken Evidence thereon, which they have agreed to report to the HOUSE; and have gone through the BILL, and made Amendments thereunto.

21 *May* 1895.

PROCEEDINGS OF THE COMMITTEE.

Thursday, 14*th March* 1895.

MEMBERS PRESENT:

Mr. Baldwin.	Sir John Lubbock.
Mr. Cameron Corbett.	Sir Blundell Maple.
Dr. Farquharson.	Mr. Samuel Smith.
Mr. Frederick Frye.	Mr. H. L. W. Lawson.

Sir JOHN LUBBOCK was called to the Chair.

The Committee deliberated.

[Adjourned to Friday, 22nd March, at Half-past Eleven o'clock.

Friday, 22*nd March* 1895.

MEMBERS PRESENT:

Sir JOHN LUBBOCK in the Chair.

Viscount Cranborne.	Mr. Tennant.
Sir Blundell Maple.	Mr. Baldwin.
Sir John Gorst.	Mr. Cameron Corbett.
Mr. Frederick Frye.	Mr. Diamond.
Dr. Farquharson.	

Mr. *J. A. Stacey*, Mr. *H. Horsman*, and Mr. *George Sutherland* were examined.

[Adjourned to Tuesday next, at Half-past Eleven o'clock.

Tuesday, 26*th March* 1895.

MEMBERS PRESENT:

Sir John Gorst.	Mr. Kearley.
Sir Blundell Maple.	Mr. H. L. W. Lawson.
Mr. Diamond.	Sir Francis Powell.
Mr. Cameron Corbett.	Mr. Edwards.
Dr. Farquharson.	Mr. Frederick Frye.
Mr. Tennant.	Mr. Samuel Smith.

In the absence of The Chairman, Sir JOHN GORST was called to the Chair.

Mr. *J. A. Cooney*, Mr. *T. W. Flint*, and Mr. *Edward Day* were examined.

[Adjourned to Friday next, at Half-past Eleven o'clock.

Friday, 29*th March* 1895.

MEMBERS PRESENT:

Sir JOHN LUBBOCK in the Chair.

Mr. Frederick Frye.	Mr. Tennant.
Sir Blundell Maple.	Mr. H. L. W. Lawson.
Mr. Diamond.	Dr. Farquharson.
Sir Francis Powell.	Mr. Samuel Smith.
Mr. Edwards.	

Mr. *Archibald Vicar* and Mr. *Edwin Lewis* were examined.

[Adjourned to Tuesday next, at Half-past Eleven o'clock.

Tuesday, 2*nd April* 1895.

MEMBERS PRESENT:

Sir JOHN LUBBOCK in the Chair.

Sir Francis Powell.	Mr. Samuel Smith.
Mr. Baldwin.	Sir Blundell Maple.
Mr. Tennant.	Sir John Gorst.
Mr. Edwards.	Mr. Diamond.
Mr. H. L. W. Lawson.	

Mr. *Bryce Grant*, Mr. *Frank Debenham*, and Mr. *Robert Macrae* were examined.

[Adjourned to Friday next, at Half-past Eleven o'clock.

Friday, 5*th April* 1895.

MEMBERS PRESENT:

Sir JOHN LUBBOCK in the Chair.

Sir Blundell Maple.	Dr. Farquharson.
Mr. Samuel Smith.	Mr. H. L. W. Lawson.
Mr. Diamond.	Mr. Baldwin.
Mr. Cameron Corbett.	Mr. Frederick Frye.
Mr. Tennant.	Sir John Gorst.

Mr. *William Greenwood*, Mr. *J. T. Beaumont*, Mr. *James Macpherson*, Mr. *William Johnson*, Mr. *Leonard Ward*, and Mr. *A. G. Maher* were examined.

[Adjourned to Tuesday next, at Half-past Eleven o'clock.

Tuesday, 9*th April* 1895.

MEMBERS PRESENT:

Sir JOHN LUBBOCK in the Chair.

Sir John Gorst.	Mr. Tennant.
Sir Blundell Maple.	Mr. H. L. W. Lawson.
Mr. Baldwin.	Mr. Frederick Frye.
Sir Francis Powell.	

Councillor *Jamieson*, Mr. *Hugh Renton*, Mr. *H. Cozzan*, and Mr. *John Parker* were examined.

[Adjourned to Friday, 26th April, at Half-past Eleven o'clock.

Friday, 26*th April* 1895.

MEMBERS PRESENT:

Sir JOHN LUBBOCK in the Chair.

Viscount Cranborne.	Mr. H. L. W. Lawson.
Mr. Cameron Corbett.	Mr. Tennant.
Mr. Diamond.	Sir Blundell Maple.
Dr. Farquharson.	Sir Francis Powell.

Mr. *Robert Dunwoody*, Mr. *H. Robinson*, Mr. *C. A. Jump*, Mr. *Hartley Wilson*, and Councillor *E. R. Hill* were examined.

[Adjourned to Tuesday next, at Half-past Eleven o'clock.

Tuesday, 30*th April* 1895.

MEMBERS PRESENT:

Sir JOHN LUBBOCK in the Chair.

Viscount Cranborne.	Mr. Frederick Frye.
Sir Francis Powell.	Mr. Edwards.
Dr. Farquharson.	Mr. Samuel Smith.
Mr. Tennant.	Mr. Baldwin.
Mr. H. L. W. Lawson.	Mr. Diamond.
Sir John Gorst.	

Mr. *Thomas Stubbs*, Mr. *A. C. Wootton*, and Mr. *Edward Gould* were examined.

[Adjourned to Friday next, at Half-past Eleven o'clock.

Friday, 2*nd May* 1895.

MEMBERS PRESENT:

Sir JOHN LUBBOCK in the Chair.

Sir Francis Powell.	Dr. Farquharson.
Sir Blundell Maple.	Mr. Tennant.
Mr. Baldwin.	Mr. Frederick Frye.
Mr. Samuel Smith.	Mr. Cameron Corbett.
Mr. Diamond.	Mr. Edwards.

Mr. *Thomas Ling*, Mr. *Henry Cushen*, Mr. *William Jackson*, Mr. *Joseph Staines*, Mr. *John Tunnard*, and Mr. *J. A. Stacey* were examined.

[Adjourned to Tuesday next, at Half-past Eleven o'clock.

Tuesday, 7*th May* 1895.

MEMBERS PRESENT:

Sir JOHN LUBBOCK in the Chair.

Mr. Diamond.	Sir Francis Powell.
Dr. Farquharson.	Mr. Cameron Corbett.
Mr. Edwards.	Mr. Baldwin.

Councillor *William Ireland*, Dr. *Percy Kidd*, Miss *Macdonald*, and Dr. *Blake* were examined.

[Adjourned to Friday next, at Twelve o'clock.

Friday, 10*th May* 1895.

MEMBERS PRESENT:

Sir JOHN LUBBOCK in the Chair.

Mr. Diamond.	Sir Francis Powell.
Mr. Cameron Corbett.	Mr. Edwards.
Mr. Tennant.	Mr. Baldwin.
Mr. Frederick Frye.	Viscount Cranborne
Sir Blundell Maple.	Dr. Farquharson.
Sir John Gorst.	Mr. Sam el Smith.

The Committee deliberated.

[Adjourned to Friday next, at Twelve o'clock.

Friday, 17*th May* 1895.

MEMBERS PRESENT:

Sir JOHN LUBBOCK in the Chair.

Mr. Frederick Frye.	Mr. Cameron Corbett.
Sir Francis Powell.	Mr. Edwards.
Sir Blundell Maple.	Mr. H. L. W. Lawson.
Sir John Gorst.	Mr. Samuel Smith.
Dr. Farquharson.	Mr. Tennant.

Clause 1.—An Amendment made.

Another Amendment proposed, in page 1, line 7, after the word "district," to insert the words "other than the county of London"—(Sir *Blundell Maple*).—Question proposed, That those words be there inserted,—put, and *negatived*.

Another Amendment proposed, in page 1, line 7, after the words "or any part of the district," to insert the words "containing not less than two hundred and fifty shops"—(Sir *Blundell Maple*).—Question, That those words be there inserted,—put, and *negatived*.

Another Amendment proposed, in page 1, line 7, after the words "or any part of the district," to insert the words "where two or more assistants are employed, being assessed for the purposes of local taxation at more than 10*l*. of rateable value"—(Mr. *Lawson*).—Amendment by leave, *withdrawn*.

Another Amendment proposed, in page 1, line 11, to leave out from the word "may" to the words "signed by," in line 13, and insert the words "the local authority may determine; the local authority shall give such public notice of the application as will enable those interested to appear before them; and on being satisfied that"—(Sir *Blundell Maple*).—Question, That the words proposed to be left out stand part of the Clause,—put, and *negatived*.

Question, That those words be there inserted,—put, and *agreed to*.

Another Amendment proposed, in page 1, line 13, to leave out the words "two-thirds" and insert the words "four-fifths"—(Sir *Blundell Maple*).—Question, That the words "two-thirds" stand part of the Clause,—put, and *agreed to*.

Other Amendments made.

Another Amendment proposed, in page 1, line 20, to leave out the word "one" in order to insert the word "two"—(Sir *Blundell Maple*).—Question, That the word "one" stand part of the Clause,—put, and *negatived*.

Question, That the word "two" be there inserted,—put, and *agreed to*.

Another Amendment proposed, in page 1, line 21, to leave out the word "six" and insert the word "seven"—(Sir *Blundell Maple*).—Question, That the word "six" stand part of the Clause,—put, and *negatived*.

Question, That the word "seven" be there inserted,—put, and *agreed to*.

Another Amendment proposed, in page 1, line 22, at the end of the Clause, to add the words: "(3.) Where two or more descriptions of business are carried on in separate parts of the same premises by the occupier thereof, the occupier shall in respect of each business be deemed to occupy a separate shop for the purposes of this section and of the other provisions of this Act"—(Sir *Blundell Maple*).—Question proposed, That those words be there added. Amendment proposed to the proposed Amendment, after the words "carried on," to insert the words "in separate parts"—(Mr. *Lawson*).—Question, That the words "carried on" be there inserted,—put, and *agreed to*.

Question, That the Amendment, as amended, be added to the Clause.—The Committee divided:

Ayes, 5.	Noes, 5.
Mr. Frederick Frye.	Mr. Cameron Corbett.
Sir John Gorst.	Mr. Edwards.
Mr. H. L. W. Lawson.	Dr. Farquharson.
Sir Blundell Maple.	Sir Francis Powell.
Mr. Samuel Smith.	Mr. Tennant.

Whereupon the *Chairman* declared himself with the Noes.

Another Amendment proposed, in page 1, line 22, at the end of the Clause, to add the words: "(3.) For the purposes of this section, an occupier of a shop who employs more than five shop assistants shall have an additional vote for every five shop assistants beyond the first five"—(Sir *Blundell Maple*).—Amendment, by leave, *withdrawn*.

Another Amendment proposed, in page 1, line 22, at the end of the Clause, to add the words: "(3.) If the occupier of a shop closes on one day in the week not later than four o'clock in the afternoon, and on the other days not later than eight o'clock in the evening, this Act shall not apply to such shop and its occupier"—(Sir *Blundell Maple*).—Question, That the proposed words be added to the Clause,—put, and *negatived*.

Another Amendment proposed, in page 1, line 22, at the end of the Clause, to add the words: "(3.) If the occupier of a shop employs no shop assistants other than members of his family, or relatives resident with his family, or a temporary assistant engaged for not more than one month, this Act shall not apply to such shop and its occupier"—(Sir *Blundell Maple*).—Question, That those words be added to the Clause.—The Committee divided:

Ayes, 2.	Noes, 8.
Mr. H. L. W. Lawson.	Mr. Cameron Corbett.
Sir Blundell Maple.	Mr. Edwards.
	Dr. Farquharson.
	Mr. Frederick Frye.
	Sir John Gorst.
	Sir Francis Powell.
	Mr. Samuel Smith.
	Mr. Tennant.

Clause, as amended, *agreed to*.

Clause 2.—Amendment proposed, in page 2, line 4, to leave out from the word "shall" to the word "limitation," in line 5, and insert the words "may if the local authority see fit."—Question, That the words proposed to be left out stand part of the Clause,—put, and *negatived*.

Question, That the words "may if the local authority see fit" be there inserted,—put, and *agreed to*.

Other Amendments made.

Clause, as amended, *agreed to*.

Clause 3, *agreed to*.

Clause 4.—Amendment proposed, in page 2, line 29, to leave out from the word "classification" to the end of the Clause, and insert the words, "class or classes of shops to which any particular shop belongs, such question may be referred to a court of summary jurisdiction, which may hear and determine the question"—(Mr. *Tennant*). Question, That the words proposed to be left out stand part of the Clause,—put, and *negatived*.

Question, That those words be there inserted,—put, and *agreed to*.

Clause, as amended, *agreed to*.

Clause 5.—Amendment proposed, in page 2, line 35, at the beginning of the Clause, to insert the

the words "Nothing in this Act shall require"—(Sir *Blundell Maple*).—Question, That those words be there inserted.—The Committee divided :

Ayes, 2.	Noes, 7.
Mr. H. L. W. Lawson.	Mr. Cameron Corbett.
Sir Blundell Maple.	Mr. Edwards.
	Mr. Frederick Frye.
	Sir John Gorst.
	Sir Francis Powell.
	Mr. Samuel Smith.
	Mr. Tennant.

Another Amendment proposed, in page 2, line 36, after the word "trades," to insert the words "including any trade referred to in the Schedule of this Act"—(The *Chairman*).—Question, That those words be there inserted,—put, and *agreed to.*

Clause, as amended, *agreed to.*

Clauses 6—7, *agreed to.*

Clause 8.—Amendment proposed, in page 3, lines 27—36, to leave out from the word "Provided" to the word "instituted"—(The *Chairman*).—Question put, That the words proposed to be left out stand part of the Clause.—The Committee divided :

Ayes, 3.	Noes, 6.
Dr. Farquharson.	Mr. Cameron Corbett.
Mr. H. L. W. Lawson.	Mr. Edwards.
Sir Blundell Maple.	Mr. Frederick Frye.
	Sir John Gorst.
	Sir Francis Powell.
	Mr. Samuel Smith.

Clause, as amended, *agreed to.*

Clauses 9—10, *postponed.*

Clause 11, *agreed to.*

[Adjourned to Tuesday next, at Half-past Eleven o'clock.

Tuesday, 21st May 1895.

MEMBERS PRESENT :

Sir JOHN LUBBOCK in the Chair.

Sir Blundell Maple.	Sir Francis Powell.
Mr. Edwards.	Mr. Cameron Corbett.
Mr. H. L. W. Lawson.	Mr. Diamond.
Mr. Tennant.	Viscount Cranborne.
Dr. Farquharson.	Mr. Frederick Frye.

Clause 12.—Amendment proposed, in page 4, line 14, to leave out the words "booth, stall"—(Mr. *Lawson*).—Question, That the words proposed to be left out stand part of the Clause.—The Committee divided :

Ayes, 5.	Noe, 1.
Mr. Cameron Corbett.	Mr. H. L. W. Lawson.
Mr. Edwards.	
Dr. Farquharson.	
Sir Francis Powell.	
Mr. Tennant.	

Another Amendment proposed, in page 4, line 29, to leave out the words "London County Council"—(Mr. *Lawson*).—Question, That the words proposed to be left out stand part of the Clause,—put, and *agreed to.*

Other Amendments made.

Clause, as amended, *agreed to.*

Clauses 13—14, *agreed to.*

Postponed Clause 9.—Amendment proposed, in page 4, line 3, after the word "authorise," to insert the words "the shop of"—(Mr. *Tennant*).—Question, That those words be there inserted,—put, and *agreed to.*

Other Amendments made.

Question, That Clause 9, as amended, stand part of the Bill.—The Committee divided:

Ayes, 7.	Noes, 2.
Mr. Cameron Corbett.	Viscount Cranborne.
Mr. Diamond.	Mr. H. L. W. Lawson.
Mr. Edwards.	
Dr. Farquharson.	
Mr. Frederick Frye.	
Sir Francis Powell.	
Mr. Tennant.	

Postponed Clause 10.—Amendment proposed, in page 4, line 7, at the end of the Clause, to add the words "Nothing contained in any order made under this Act shall be deemed to interfere with the transaction of Post Office business by the occupier of any shop who is also an officer of the Post Office"—(Mr. *Tennant*).—Question, That those words be there added,—put, and *agreed to*.

New Clause (Power to substitute Saturday for other day for half-holiday), brought up and read the first time, as follows:—"Where an order in force under this Act requires shops to be closed at an hour earlier than six o'clock on a day of the week other than Saturday, the occupier of any shop to which the order applies may apply to the local authority for an order substituting Saturday for the other day as regards such shop, and the local authority may at their discretion make an order accordingly, and thereupon the first-mentioned order shall, as regards such shop, have effect with the substitution of Saturday for such other day"—(The *Chairman*).—Question, That the Clause be read a second time,—put, and *agreed to*.

An Amendment made.

Another Amendment proposed, in line 2, to leave out the word "a" and insert the word "any"—(Mr. *Lawson*).—Question, That the word "a" stand part of the new Clause,—put, and *negatived*.

Word "any" inserted.

Another Amendment made.

Another Amendment proposed, in lines 4—5, to leave out the words "may at their discretion,' and insert the word "shall"—(Sir *Blundell Maple*).—Question put, That the words "may at their discretion" stand part of the Clause.—The Committee divided:

Ayes, 7.	Noes, 3.
Mr. Cameron Corbett.	Mr. Frederick Frye.
Viscount Cranborne.	Mr. H. L. W. Lawson.
Mr. Diamond.	Sir Blundell Maple.
Mr. Edwards.	
Dr. Farquharson.	
Sir Francis Powell.	
Mr. Tennant.	

Another Amendment made.

Question, That the Clause, as amended, be added to the Bill,—put, and *agreed to*.

New Clause (Premises structurally separated shall be deemed separate shops), brought up and read the first time, as follows:—"Where two or more descriptions of business are carried on in different parts of the same premises structurally separated from each other, the occupier shall in respect of each business be deemed to occupy a separate shop for the purposes of this section and of the other provisions of this Act"—(Mr. *Tennant*).—Question, That the Clause be read a second time,—put, and *agreed to*.

Amendment proposed, in line 2, to leave out the word "structurally"—(Sir *Blundell Maple*).—Question put, That the word "structurally" stand part of the Clause.—The Committee divided:

Ayes, 6.	Noes, 4.
Mr. Cameron Corbett.	Dr. Farquharson.
Viscount Cranborne.	Mr. Frederick Frye.
Mr. Diamond.	Mr. H. L. W. Lawson.
Mr. Edwards.	Sir Blundell Maple.
Sir Francis Powell.	
Mr. Tennant.	

Question, That the Clause be added to the Bill,—put, and *agreed to*.

The Schedule.—Amendment proposed, in line 2, after the word "on," to insert the words "or off"—(The *Chairman*).—Question, That those words be there inserted,—put, and *agreed to*.

Another

Another Amendment proposed, in line 3, to leave out the word "hot"—(Sir *Blundell Maple*).—Question put, That the word "hot" stand part of the Schedule.—The Committee divided:

Ayes, 3.	Noes, 6.
Mr. Cameron Corbett.	Viscount Cranborne.
Mr. Edwards.	Mr. Diamond.
Sir Francis Powell.	Dr. Farquharson.
	Mr. Frederick Frye.
	Mr. H. L. W. Lawson.
	Sir Blundell Maple.

Schedule, as amended, *agreed to.*

Ordered, To Report the Bill, as amended, together with the Minutes of Evidence, and an Appendix.

EXPENSES OF WITNESSES.

NAME OF WITNESS.	PROFESSION OR CONDITION.	From whence Summoned.	Number of Days Absent from Home under Orders of Committee.	Allowance during Absence from Home.	Expenses of Journey to London and back.	TOTAL Expenses allowed to Witness.
				£. s. d.	£. s. d.	£. s. d.
Mr. H. Robinson	Tea Merchant	Manchester	2	2 2 –	1 16 –	3 18 –
Mr. C. A. Jump	Tea Merchant	Manchester	2	2 2 –	1 16 –	3 18 –
Mr. Hartley Wilson	Tea Merchant	Liverpool	2	2 2 –	2 8 6	4 10 6
Councillor E. R. Hill	Merchant	Crewe	2	2 2 –	2 3 6	4 5 6
Mr. Thomas Stubbs	Tradesman	Southport	2	1 10 –	2 – 6	4 – 6
Mr. H. Cushen	Gentleman	Woodford	1	1 1 –	– 5 7	1 6 7
Mr. W. Jackson	Grocer	Hull	2	1 10 –	1 11 –	3 1 –
Mr. Joseph Staines	Wine Merchant	Leeds	2	2 2 –	2 15 6	4 17 6
Mr. John Tunnard	Gentleman	Leeds	2	2 2 –	2 15 6	4 17 6
Councillor William Ireland.	Wine Merchant	Dublin	3	3 3 –	5 1 6	8 4 6
Mr. H. Horsman	Trades Union Secretary	Manchester	2	2 2 –	1 17 11	3 19 11
Mr. George Sutherland	Gentleman	Glasgow	3	3 3 –	5 10 2	8 13 2
Mr. T. A Cooney	Manager, Cooper & Co.	Glasgow	3	3 3 –	5 14 3	8 17 3
Mr. T. Weir Flint	Tea Merchant	Glasgow	3	3 3 –	5 14 3	8 17 3
Mr. Edward Day	Sharebroker	Wakefield	2	2 2 –	2 14 –	4 16 –
Mr. Archibald Vicar	Secretary	Bolton	2	2 2 –	2 5 6	4 7 6
Mr. E. Lewis	Secretary	Liverpool	2	2 2 –	2 7 6	4 9 6
Mr. William Greenwood.	Hairdresser	Ashton-under-Lyne	2	1 10 –	2 2 6	3 12 6
Mr. J. T. Beaumont	Draper	Birmingham	2	1 10 –	1 18 6	3 8 6
Mr. William Johnson	Clerk	These witnesses, engaged in London, were paid for loss of wages.	4	—	—	1 13 4
Mr. A. G. Maher	Draper's Assistant		1	—	—	– 8 4
Mr. Henry Coggan	Grocer	Sheffield	2	1 10 –	1 10 2	3 – 2
Mr. John Parker	Grocer	Nottingham	2	1 10 –	1 2 6	2 12 6
Councillor John Jamieson.	Merchant	Edinburgh	3	3 3 –	5 14 6	8 17 6
Mr. Hugh Renton	Secretary, Grocery Association.	Belfast	5	3 15 –	4 – –	7 15 –
Mr. Robert Bunwoody	Tea Merchant	Belfast	4	4 4 –	4 17 –	9 1 –
					TOTAL £.	127 9 –

LIST OF WITNESSES.

PAGE

Friday, 22*nd March* 1895.

Mr. James Austin Stacey - - - 1
Mr. Henry Horsman - - - - 14
Mr. George Sutherland - - - - 22

Tuesday, 26*th March* 1895.

Mr. John Adams Cooney - - - 31
Mr. Thomas W. Flint - - - - 41
Mr. Edward Day - - - - - 50

Friday, 29*th March* 1895.

Mr. Archibald Vicar - - - - 60
Mr. Edwin Lewis - - - - - 73

Tuesday, 2*nd April* 1895.

Mr. Bryce Grant - - - - - 79
Mr. Frank Debenham - - - - 95
Mr. Robert MacRae - - - - 101

Friday, 5*th April* 1895.

Mr. William Greenwood - - - 105
Mr. John Griffin Beaumont - - - 113
Mr. James Macpherson - - - 121
Mr. William Johnson - - - - 121
Mr. Leonard Edgar Ward - - - 126
Mr. Alfred George Maher - - - 127

PAGE

Tuesday, 9*th April* 1895.

Councillor John Jamieson - - - 130
Mr. Hugh Renton - - - - - 138
Mr. John Parker - - - - - 142
Mr. Henry Coggan - - - - 146

Friday, 26*th April* 1895.

Mr. Robert Dunwoody - - - - 148
Mr. Henry Robinson - - - - 157
Mr. Charles Arthur Jump - - - 157
Mr. Hartley Wilson - - - - 167
Mr. Edward Rainbow Hill - - - 172

Tuesday, 30*th April* 1895.

Mr. Thomas Stubbs - - - - 174
Mr. Alfred Charles Wootton - - - 176
Mr. Edward Gould - - - - 181

Friday, 3*rd May* 1895.

Mr. Thomas Pratt Ling - - - 187
Mr. Henry Cushen - - - - 190
Mr. William Jackson - - - - 201
Mr. Joseph Staines - - - - 203
Mr. John Tunnard - - - - 205
Mr. James Austin Stacey - - - 207

Tuesday, 7*th May* 1895.

Mr. William Ireland - - - - 211
Dr. Percy Kidd - - - - - 214
Miss Macdonald, M.B. - - - 218
Dr. W. Chapman Grigg - - - 219

MINUTES OF EVIDENCE.

Friday, 22*nd March* 1895.

MEMBERS PRESENT:

Sir John Lubbock.
Mr. Baldwin.
Mr. Cameron Corbett.
Viscount Cranborne.
Mr. Diamond.
Dr. Farquharson.
Mr. Frederick Frye.
Sir John Gorst.
Sir Blundell Maple.
Sir Francis Powell.
Mr. Tennant.

SIR JOHN LUBBOCK, IN THE CHAIR.

Mr. JAMES AUSTIN STACEY, called in; and Examined.

Chairman.

1. You are the Secretary of the Early Closing Association?—Yes.

2. And you have been many years in that position?—Nearly 20 years.

3. I need hardly ask you if you have followed the Early Closing Movement with great attention during that period?—In all parts of the country.

4. You are fully conversant of what has taken place with regard to it?—Yes.

5. The Committee have before them the evidence given before the Committee of 1886, and, as I understand, they do not think it necessary to go back before that period. Do you consider that there have been any great changes since 1886 in the length of hours of shopkeepers and shop assistants?—Not in respect to the ordinary hours of closing, but there has been an advance in a mid-weekly closing; that is, progress has been made with the closing at five or two on Wednesdays or Thursdays.

6. You think the half-holiday movement has gained ground; do I understand that, as regards the general hours of closing, they are substantially the same as they were when the evidence was given before us in 1886?—I shall be able to show they are slightly worse in some districts now than they were 10 years ago or even 20 years ago.

7. On the other hand, I suppose there are some districts in which there have been improvements?—Yes.

8. But substantially you would say there is no very material change since 1886?—Substantially London is standing still with reference to improvements on ordinary nights.

Sir *Blundell Maple.*

9. And the country?—And the country at large.

10. As well as the large towns?—Yes.

Mr. *Frederick Frye.*

11. Are they going back, do you say?—Receding in some parts. In many parts of London they are worse than they were in 1875; slightly worse.

Chairman.

12. You gave evidence then, that in your opinion, though voluntary action had done much good in many cases, it was not competent to cure the evil as a whole. Is that still your opinion?—Yes. And that, I may say, is the opinion of various traders' associations in various parts of the country.

13. Do you remember the Mansion House Meeting which was summoned by the Lord Mayor, I think, in 1887?—Yes; it was in 1886; I have the minute book here.

14. Have you anything you would wish to say with reference to that meeting?—That meeting was a land-mark as it were in the history of early closing in respect to the demand for legislation. Prior to that time, the Early Closing Association was not acquainted with the really great progress made in the demand for legislation by the traders themselves. We were almost in the dark, owing to want of information, and want of being in touch with the various great centres of the country. We were under the impression at that time that there was no serious demand for legislation, but my visit to the principal towns of the

Chairman—continued.

kingdom in 1886-87, and the report I submitted thereon to my Board of Management showed that the Early Closing Association was out of touch with the main body of traders on this question.

15. The result of that meeting and the inquiries made afterwards was to convince you there was a strong desire for legislation on the part of the shopkeepers themselves?—Yes; and that strong desire has since been expressed in resolutions by various representative bodies of traders as apart from assistants.

Viscount *Cranborne.*

16. Are you speaking of all shopkeepers or of special classes?—Take the grocery trade as an instance as to which early closing difficulties would present themselves very seriously if there were any. The Grocers' Association of Liverpool, which is one of the best organised trade societies in England, have been very keen on legislation. They have been keen supporters of Sir John Lubbock's Bill, and one particularly great meeting at St. George's Hall, Liverpool, which was filled to overflowing, passed a resolution unanimously in favour of an Early Closing Bill.

Sir *Blundell Maple.*

17. Has the present Bill ever been discussed at any public meeting?—Yes.

18. Clause by clause discussed?—When I say a public meeting, it has not been discussed clause by clause at any public meeting, unless you term the Nottingham Congress a public meeting. The present Bill was discussed clause by clause by a representative congress of merchants and shopkeepers from all parts of the country, the attendance being fairly representative, and was unanimously approved as the most workable measure before the country.

Chairman.

19. That was a Congress held in Nottingham in 1893?—In October 1893.

20. Your society themselves, I believe, instituted an inquiry in the poorer districts of London to ascertain what the views of the shopkeepers were on the subject?—We did, and I have here the figures of that canvass. We instituted an inquiry. We drew up a form of ballot paper, which we made as impartial as possible, and we asked three questions. I may say the Bill at that time before the country was a compulsory closing Bill. It proposed to close shops at eight o'clock, as a hard and fast rule, and these ballot papers were distributed in the poorest parts of London because it was thought that the poor shopkeepers particularly were opposed to the measure.

Mr. *Frederick Frye.*

21. Could you give us the districts?—No. 1 District was Central London, comprising the thoroughfares of Oxford-street, Holborn, Tottenham Court-road, Goodge-street, and Cleveland-street. Cleveland-street is a very poor street off Tottenham Court-road. Then the next district was South London, and that comprised some very poor thoroughfares, being High-street and Blackman-street, Borough, Newington Causeway, Walworth-road, Camberwell-road, Peckham, the New Cut, Lambeth, the Lower Marsh, Lambeth, and London-road. Then No. 3 District, Hampstead-road, High-street and Park-street, Camden Town, Kentish Town-road, Great College-street, Brecknock-road, Malden-road, Queen's Crescent, Chalk Farm-road, and Haverstock Hill; very poor districts many of them.

Mr. *Fredrick Frye*—continued.

Sir *Blundell Maple.*

22. Have you the figures of the canvass?—I will give you those in detail presently.

Chairman.

23. You are now giving us the districts, and will give us the numbers afterwards?—I am giving the districts in which the papers were distributed. Then No. 4 District, East London, comprised the districts of Whitechapel and Mile End-road. We issued altogether 3,871 papers: 1,881 of these, or nearly 49 per cent., were returned signed. Six hundred and nine were rejected—withheld should be the phrase there, perhaps—and 1,374, or 35 per cent., were lost or spoilt.

Sir *Blundell Maple.*

24. What do you mean by lost or spoilt? Who decides whether they are spoilt?—They did not come back, or if they came back, they came back without signature.

25. There were 609 withheld; therefore they were not returned. The other 1,374 I conclude were all returned?—Six hundred and nine were rejected.

26. You said "withheld"?—I suggested "withheld"; but I see they were rejected by the persons to whom they were offered.

Chairman.

27. Were they distributed by the post or by hand?—By commissionaires from door to door.

28. Would not it mean that they declined to take in 609, and did not return the others?—That I think is the explanation. It wants clearness as it is put here. However, those 1,881 returned were analysed. Question No. 1 was as follows: "Do you think that the Shop Hours Regulation Act"—the Bill which was then before the House—"will effect an earlier closing of shops; Yes or no?" There was a majority of noes against that question of 422.

29. That it would not affect the general early closing?—It was not intended to.

Mr. *Frederick Frye.*

30. You did not ask them whether they were in favour of compulsory early closing?—I am coming to that. The second question was: "Are you in favour of compulsory closing at 8 p.m. and 10 p.m. on Saturdays? Yes or no?" The majority of ayes in favour of that question was 117.

Sir *Blundell Maple.*

31. The figures being what?—Nine hundred and fifty-four for, 847 against. Then question 3: "Do you think that Parliament should legislate at all on this subject; yes or no?" The majority of ayes 134; the figures being 966 for, 832 against. I may, with your permission, read this explanatory paragraph——

32. I think

Chairman.

32. I think you are reading from the Report of the Early Closing Association for 1886?—Yes. "An unsatisfactory feature of the canvass is the large percentage of papers lost or spoiled. Every effort was made to secure the return of missing papers, and two or three calls were made for that purpose in each instance. In one case a widow lady stated, 'My poor husband left me strict instructions never to sign anything.'"

33. The result of that inquiry and of the meetings held all over the country was to introduce a Bill giving, as it were, local option to the traders in different parts of the country to settle the hour instead of settling one general hour for early closing?—Yes; but prior to that I should like to mention a great meeting at the Mansion House, which was called to consider the Shop Hours Regulation Bill by a Traders Committee, formed from traders in various parts of London. The feeling of a part of the committee was hostile to legislation; but still the committee, as a whole, drew up certain resolutions favourable to legislation, which were to be submitted to this Mansion House meeting, and I may tell you that 700 representative traders attended that meeting, and next to the London Congress of 1888 it may be taken as the most representative meeting on the question that has been held in London.

Sir *Blundell Maple.*

34. What year was that?—1886.

Viscount *Cranborne.*

35. That is the year after this report you have read?—This was before the canvass. The resolutions as submitted by the Traders Committee were these:—"That in the opinion of this meeting the Shop Hours Regulation Bill, as at present framed, would not effect any appreciable good in the interests of youthful *employés* engaged in shops and warehouses. This meeting believes that no legislation designed to effect a curtailment of the hours of labour in such establishments will effect its object which does not seek to govern the hours at which the establishments are closed." Then the committee went on to submit this very significant resolution: "That, in the opinion of this meeting, the hardships arising from late shopping, and its consequent late closing, can only be removed, in many instances, by a compulsory closing of shops and warehouses (with specified exceptions) not later than 8 p.m. on five days of the week, and 10 p.m. on Saturdays, or such other day as local convenience may determine." I thought I was pretty well in touch with the feeling of the traders on this question, but the result of that meeting was a surprise to me.

Mr. *Frederick Frye.*

36. Was that the unanimous vote?—I am speaking of the resolutions submitted on behalf of the conveners of the meeting. I will tell you now what the result of the meeting was. An amendment to both of those resolutions was moved by Mr. Stapley, of the well-known firm of Stapley and Smith, of London Wall; and it was carried. Mr. Stapley's resolution ran as follows, "That, while heartily accepting Sir John Lubbock's Bill, though preferring 72 hours a week instead of 12 hours a day, which would undoubtedly confer a great benefit on young persons engaged in shops, this meeting earnestly prays Parliament to go further and to add a clause enabling a compulsory general closing at eight o'clock on five days of the week, and 10 o'clock on Saturdays, which would confer an inestimable benefit on the whole shopkeeping community, and relieve them from the intolerably long hours from which they now suffer."

Mr. *Fredrick Frye*—continued.

Chairman.

37. If I remember rightly, the amendment was carried by a very large majority?—Almost unanimously. I have a report from the trade paper which says, "The proceedings terminated with hearty cheers for Sir John Lubbock."

38. The Shop Hours Regulation Bill of course only referred to young people, but the resolutions adopted at that meeting were of a more general character?—Yes. The Shop Hours Regulation Bill referred to persons under 18 only, whereas it was felt that, as the oppression of late hours was very great as applying to the whole body of assistants, a greater measure was required to do justice to the issue at stake.

39. Yes, we have evidence of that. It has been submitted to them generally, has it not?—Yes, I may say, that I have been in towns from Dundee to Plymouth; I mean all the important towns, Manchester, Leeds, Birmingham, Liverpool, and so on; and resolutions in many instances have been carried quite unanimously in favour of either of one of the two Bills, that is the Compulsory Bill before the London Congress in 1888, and the Glasgow Congress of 1889, or the present Bill, which is of a less drastic character.

40. I understand you to be speaking of public meetings?—Public town's meetings usually called at the Town Hall, and presided over by the Mayor. I will give you an instance of one.

41. Could you give us a list of them?—Yes, I can give you a list of those.

42. Perhaps you could put that list in?—Yes, I will do so. (*Vide* Appendix.) I will give an instance of the one at which I met most opposition. I may say it frequently falls to my lot to move the resolution in favour of the Bill, and this meeting at which I met with most opposition was one convened by the Mayor in his official capacity at Portsmouth in the Council Chamber. There was a large attendance of traders and assistants, but during the proceedings the assistants, not being ratepaying traders, were excluded from the inner portion of the chamber. There remained to vote on the question traders only. I moved a resolution in favour of the old Compulsory Bill for an eight o'clock closing and ten on Saturdays. My resolution was seconded, and then an amendment proposed by Mr. (now Sir) William Pink, ex-Mayor of Portsmouth, necessarily a very influential and very leading citizen. That amendment was seconded, and it was put to the vote. I am speaking from memory, but I can give you the facts from the Portsmouth daily newspaper that chronicled the proceedings: but, as far as my memory serves me, 121 traders remained to vote, and 111 voted for my resolution in favour of the Bill and 10 against.

Sir *Blundell Maple.*

43. In what year was that?—That was in 1890, I think.

44. Not before?—Yes, it was before that.

45. The old Bill was long before?—It must be before that.

Mr. *Frederick Frye.*

46. It was dead in 1888?—It was at the conclusion of the visits I made after the 1886 proceedings. I will put in the date.

Chairman.

47. That, of course, was a more stringent Bill than the present Bill. It would be fair to say that some of those opposed to that Bill would be in favour of the present Bill, but hardly anyone in favour of that Bill would be opposed to the present Bill?—I think it is very important to point that out, that much of the opposition to the old Compulsory Bill has been discounted now by the permissive and local option character of the present Bill.

48. Now, can you give us any evidence as to the opinion of the Trades Councils in different cities with reference to a Bill of this character?—Yes; the Trades Council of London passed a very important resolution: "That this delegate meeting, representing more than 26,000 adult artizans and mechanics in the Metropolitan district strongly denounces the system and practice of late shopping, as being fraught with injurious consequences, both morally and physically, to a vast portion of the overworked industrial population, and therefore earnestly urges all workers in the constituencies of the United Kingdom to call on their Parliamentary representatives to support Sir John Lubbock's Early Closing Bill, which in its operation and result, is calculated to prove a blessing to those employed in shops, and an advantage to the national welfare."

49. Have any similar resolutions, as far as you know, been passed by other Trades Councils?—Yes; at Birmingham, Liverpool, and elsewhere, and I may say that the trade papers from time to time have reported the resolutions passed of a similar kind. In fact, they have been so numerous that we have not catalogued them. We have catalogued many important petitions that have been presented through the Early Closing Association, and I should like to give you a list of them.

Mr. *Frederick Frye.*

50. They are not traders?—No; not all.

Chairman.

51. Would you ascertain, and put in the names of the different Trades Councils who have passed resolutions in favour of this measure?—Yes.

Sir *Blundell Maple.*

52. And the dates?—Yes.

Chairman.

53. Then I think you have stated already that as regards the clauses of the Bill they were carefully considered by a congress of representative traders from different associations throughout the country that was held at Nottingham in 1893?—Yes.

Chairman—continued.

54. And they were adopted by that congress?—Yes.

55. In your opinion the Bill is calculated to effect its object and work well?—It is the most workmanlike and practical measure that has been before the country.

Dr. *Farquharson.*

56. You have stated that a voluntary effort would be incompetent to grapple with the evils you have described. What are your reasons for that?—The Early Closing Association has had an experience of 50 years, and has expended 100,000*l.* in promoting voluntaryism, and we find, while many great and enduring reforms in respect of the half holiday by the entire wholesale trade and the principal retail houses have been effected, that in regard to the poorer districts we make no appreciable impression. But I should like to except from that statement our experience with regard to the introduction, during the past 10 to 15 years, of a weekly half-holiday; that is, a five o'clock closing, or two o'clock, in some districts, on Wednesdays or Thursdays. Except for that improvement we find that in many districts, for instance, Clapham, and Brixton in the south, and some of the northern suburbs, the hours are rather worse now than they were 10 years ago, and even 20 years ago; and to verify that statement I can compare letters from representative firms that I have received within the last few days, and I can turn to our 1875 report and show the hours at which the same firms were then closing, and they show a slight improvement on the hours of to-day.

57. What are the worst hours as a rule?—Take suburban London as a whole, and the average hours of closing are half-past nine amongst the rank-and-file of the retail shops. For instance, I find our friends who do not sometimes agree with us as to legislation, but who prefer altogether voluntary effort, were calling a meeting the other day to effect a nine o'clock closing in place of ten o'clock in Lambeth.

58. How many hours of work does that amount to in the day?—I have here the hours in 1887 for pretty well all the main metropolitan districts, Brixton, Brompton, Camberwell, Deptford, Edgware-road, Fulham, Hackney, and so on, and we find that they average about 83 or 84 hours per week before the introduction of a five o'clock closing.

Sir *Blundell Maple.*

59. In 1887?—I would say 80 to 85, and in some cases more.

60. Was there any Thursday closing whatsoever in 1887?—Yes, it was introduced in 1880.

61. Could you give the districts?—Yes. Beginning with Brixton, I find that in the Atlantic-road District for some time there had been a Wednesday closing, but it had fallen through. I can show you how it was broken up by a very small minority; but after the Wednesday closing had collapsed owing to this very small minority, the total hours per week reached 86; in Brompton, 80 to 82; and in Camberwell, 80 to 82. That is the average. We have treated them within rather than over the limit. In the Deptford District, allowing for five o'clock Thursday closing, the hours there remained 81. Even in

such

Sir *Blundell Maple*—continued.

such a West-end thoroughfare as the Edgware-road they were 80 to 82; and in Fulham they were 80 to 82. Then I should like to give Hackney. In Hackney, after allowing for Thursday five o'clock closing, the hours still remained 81, and that is putting in the large and small houses. If you excepted the large houses the average hours would show a higher rate, nearer 85 than 81.

Dr. *Farquharson.*

62. You told us, I think, that an important resolution in favour of early closing from the Trades Congress was passed on the consideration of the great moral and physical evils that resulted; was that a general statement, or was it based on any special evidence of those evils you describe?—I forget using that phrase.

63. I think the phrase "moral and physical evils" was used in the resolution?—Yes.

64. You have given us details of a large number of meetings held in different important centres in favour of early closing. Have there been any meetings held against the principle?—I do not remember any. There was one at the Cannon-street Hotel some years ago, called by a body which styled itself the Anti-Early Closing League, or something of that kind, but they never existed, except on paper, and the opposition, such as it was, died away.

65. Was that public meeting duly reported in the public press?—Probably; it was a trade meeting, and I wished to attend it, but the condition of ticket admission barred me, or at least I thought it would; I did not present myself.

Sir *Blundell Maple.*

66. Was not there a large public meeting in 1888 in Exeter Hall, at which Lord Charles Beresford presided?—I believe there was.

67. And they were unanimously against legislation?—I do not remember at all; I had forgotten it.

Dr. *Farquharson.*

68. You have given no evidence of the feeling of the employers; what is the reason for this large expression of opinion on the part of shopkeepers in favour of early closing against their own interests, as one would think, and their convenience?—They do not think so. It is for economical reasons largely and a humane reason as well. They themselves, the small shopkeepers and their wives suffer very greatly from the over strain, and they have said to me again and again, "My wife wants this; I want it; we never go out together except on Sundays or Bank Holidays."

69. Have there been any means taken, perhaps such means would be difficult, to find out the feelings of the shop assistants and workers, the actual people working in the shops on this question?—Yes, they are almost unanimous on it. I never knew of any opposition on the part of the assistants.

70. The small shopkeepers, who are their own servers, I suppose, very often, in small shops, have no one to help them; they do all the work themselves?—Those would be very small shops. Usually they have one or two assistants.

Dr. *Farquharson*—continued.

Mr. *Tennant.*

71. Have you any opinion as to who the central authority ought to be in this Bill; it is put down in the Bill as "The local authorities"?—In London, the County Council.

72. Do you consider, personally, that it would be advisable for the County Council and the local authority generally speaking throughout the country to be the central authority?—In London, the County Council; elsewhere, in Birmingham, for instance, the Corporation.

73. Do you think that would be advisable?—Yes.

74. Might I ask if, in your opinion, when it comes to be a question of voting, that all shops alike should count as one vote?—One man one vote.

Sir *Blundell Maple.*

75. One shopkeeper one vote?—Speaking offhand, I should say that would be fair.

Mr. *Tennant.*

76. Whether the shop happens to be of the size of Marshall and Snelgrove's or a little linen drapers with one assistant?—I have not particularly studied that, but I should imagine you would have to abide by one man one vote.

Sir *Blundell Maple.*

77. One shopkeeper one vote, or one assistant?—When I say one man, I mean one shopkeeper.

Mr. *Baldwin.*

78. You mean one establishment?—Yes.

Mr. *Cameron Corbett.*

79. I suppose you would say, that in any district the small shopkeepers, are the great majority?—Yes.

80. And therefore, under the Provisions of this Bill, no injury could be done to the small shopkeepers, in your opinion, because they would have the matter under their control?—Exactly.

81. Then you say, that in certain districts early closing has succeeded for a time; have you heard of any complaint on the part of the public of inconvenience being caused by it?—Never. As against that we have proved public sympathy by the great co-operation we receive from ladies' committees helping us in various districts, and such improvements as have been secured would have been impossible if we had not secured a large amount of public co-operation.

82. Are you aware that legislation of this sort has been carried out elsewhere?—Yes, more drastic legislation.

83. In Victoria, New South Wales, and New Zealand?—Yes.

Sir *Blundell Maple.*

84. In Victoria it has only just come into operation?—No, it has been in operation some years.

Mr. *Frederick Frye.*

85. Has that been a success?—Yes, I should say so. We had a lengthy correspondence with Melbourne in 1892, and we found there that the Shopkeepers' Association and the Assistants Association co-operated to bring about a a measure to secure those improvements in the then existing measure which are now in force.

86. Is not there, at the present time, a great agitation going on against this compulsory closing of shops in Melbourne?—I would not say a great agitation. There has been some objection, not so much to the principle of legislation as to what is thought to be the defects of the measure on the part of some. On the other hand the Government has so strongly upheld the existing law that it is likely to continue the law of the land.

87. Would you explain that measure?—I am not sufficiently acquainted with its details.

Mr. *Cameron Corbett.*

88. I think if I am correctly informed no proposal has even been brought before the Parliament to modify that measure; the only proposals ever introduced have been to strengthen it?—That is so to the best of my knowledge. In fact, the state of public feeling, not only in the Australian Colonies, but in some parts of Canada, is running entirely in favour of legislation, and Great Britain is behind the Colonies.

Sir *Blundell Maple.*

89. Is it so in any other colonies besides those in the world; in France or Germany?—I know of no legislation in European countries.

90. None?—I will not say there is none, but I do not know of any.

Mr. *Cameron Corbett.*

91. The early closing legislation in these colonies, I understand, is for a fixed hour of closing?—Yes.

92. And is, in some cases, local option?—Yes.

Mr. *Frederick Frye.*

93. You said at the beginning of your evidence you did not think there had been any improvements since 1886 in the closing of shops in big towns?—Not in the rank and file of the shops. Take Manchester, the Oldham-street District and many outlying districts. The condition of things is as bad now, as I am informed, as ever it was.

94. But the larger shopkeepers have made vast improvements, have they not?—Yes, I think I admitted that; great improvements.

95. And many of them, even in London, close at two on Thursday instead of five?—Yes, in some districts.

96. Would not you call that a great improvement?—Yes, certainly. Take the East-end of London, for instance. After two years' campaign and the expenditure of over 100*l.* in printing and advertising in respect to the opposition of one man alone, we carried a two o'clock closing in East London. That was for the drapers, not for all trades.

97. Have you any knowledge of how many

Mr. *Frederick Frye*—continued.

associations there are in the country in favour of your Bill?—Traders' associations?

98. Yes.—There are very few to begin with, but I think I may say for the whole of the grocery trade, which is the best organised trade in the country (the drapery trade is not organised, and has not representative bodies as the grocery trade has); through its various town bodies and through its federation (all these Grocery Associations, Birmingham, Liverpool, and so on are federated in the Grocery Federation), have intimated that they are almost entirely in favour of legislation, and have passed resolutions to that effect.

99. I do not know anything about it personally, but I suppose you would be very surprised if you found that the majority of Grocery Associations throughout the country were opposed to this; it so happens that the members of the Federation are in favour of it only by a small majority?—My information is rather contrary to that. It is to this effect that if the influence of Sir William Pink, and yourself, and Mr. Cushen, of Mile End, who have been well-known opponents to legislation in the past, had been withdrawn the Federation would have repeated at its recent Congress the Resolution it passed at Birmingham. At the Birmingham Congress you did pass the specific Resolution in favour of the measure, and I think that reflects the opinion of the grocery trade throughout the country.

100. I may tell you that the London Association is not in favour of compulsory closing, and that is a large one?—The London Association is much ruled by one man.

Mr. *Cameron Corbett.*

101. Might I ask you in that connection, if one of the two Grocers' Associations of Glasgow, passed a unanimous resolution, and the other with a minority of one in favour of the legislation?—The Scottish Association of Shopkeepers and Assistants in Glasgow, it must be taken as the Association of Scotland, is as keen as the Early Closing Association of London, in support of this Bill.

102. I am speaking of the petitions we received from the two Grocers' Associations?—Yes. We have in our evidence the resolution of the South Glasgow Grocers' Association, and on the other side, on the north of the river there.

Mr. *Frederick Frye.*

103. We shall hear of that from the next Witness?—Yes.

104. Is not there an important Voluntary Closing Association in London?—Yes. You say important, but I do not know of any improvement that has been won by it.

105. Do they represent a large number of shopkeepers?—I believe they do. We may differ as to numbers.

106. And I think I may say the great majority of those supporting your Association are the larger traders?—Oh, no. Take our report, you will see that a considerable percentage of our income is in five shillings and half-guineas from the smallest traders in London.

107. Do not you think this would be hard on the small shopkeeper, such as has been mentioned, who works in his shop with his wife and who

Mr. *Frederick Frye*—continued.

who does all his business between six o'clock in the evening and nine o'clock at night, to compel him to shut at seven?—Well, you may say seven; but the Bill, you remember, is a permissive Bill and the hour is a movable one. East London might adopt nine, and South London nine, and other parts eight or seven.

108. Would that be a great improvement?—It would be a great improvement.

109. Nine o'clock?—Nine o'clock would be a great improvement in East London, certainly, and also in other parts of London.

110. Then there has been something said about the local authority. Do you think the London County Council would know what the wants of the East-end of London, for instance, were; would not you rather refer it to the local vestries?—No, I would let it remain as it is; but having heard the statement from a Member of the Committee as to the Home Office possibly constituting itself the central authority, that, I think, would be a distinct advantage.

111. How many shopkeepers do you think there are in London; of course you know?—I cannot say.

Sir *Blundell Maple.*

112. Is it over 100,000?—I should not think so.

113. Is it over 200,000?—I should think it is less than 100,000, employers only.

Mr. *Frederick Frye.*

114. The canvass you had against the closing of shops by compulsion was only 3,871?—Yes.

115. And they were issued throughout London pretty well?—No, only in those four districts, one middle-class and three poor districts.

116. You would not call Oxford-street a poor shopkeeping street?—No, a middle-class and fashionable area, and three poor ones.

117. Then I take it there were 1,880 returned, and there were 609 withheld, and 1,300 lost, so that more than half did not vote at all?—Fifty-one per cent. did not vote, but had they voted, it is as likely, if not more likely, they would have voted for than against.

118. Has the present Bill been really submitted to these associations and been discussed, or have you simply had resolutions from them in favour of early closing of shops?—What associations do you refer to?

119. The associations throughout the country?—Yes, the Bill has been discussed, and there have been constantly public meetings since 1893.

Sir *Blundell Maple.*

120. Can you give a single place, excepting Nottingham, where this Bill was discussed in its details?—You say discussed in its details; no.

121. It has not been discussed?—No, the details of the Bill were not considered so much as the general principle. For 10 or 20 years past the Early Closing Bills have been popularly known as Sir John Lubbock's Bill, and have contained very much of the essence of the present Bill. If it were left with the traders alone, I think Sir John Lubbock would get the eight o'clock closing, but to make the Bill less drastic in

Sir *Blundell Maple*—continued.

appearance, and less objectionable, perhaps, to the Legislature, it has been re-drafted, and so now, instead of traders having to get themselves out of it, under onerous conditions, as they would have had to do in respect of the old Bill, it is now of such a reasonable and moderate character that they have actually to vote themselves into it.

122. Would you think that more than 1,000 places in the East-end of London have voluntarily closed since the date you mentioned of 1887?—Not since 1887. Our half-holiday campaign for the East-end of London has extended from 1881 down continuously to the present date, and it was in 1889–90 we carried the two o'clock extension. We had previously carried the five o'clock, not for every trade, but for the principal trades, drapers, grocers, and others.

Mr. *Baldwin.*

123. I think you said that you had visited all the principal towns in England on this question?—Yes, meaning by that what is usually termed the principal towns.

124. I want to come away from the large towns, of which I know very little; but this Bill may be applied, of course, in rural districts and in small towns?—Yes.

125. Have you any information as to the hour of work, say, in country districts in shops showing the necessity for legislation as affecting those districts?—I have no evidence at my fingers' ends, but the necessity for the Bill would not be so great in small towns and agricultural districts.

126. I take it, the hours of work in rural districts are not long?—No, probably not. Take a town like Gloucester or Hereford.

127. I mean much smaller towns than that, because this Bill might be applied to the whole country?—Yes. Eight o'clock closing on ordinary nights and 10 to 12 on Saturdays would usually obtain in a small town. They might be later on market days.

128. On one day in the week?—On two days; that is on market day and on Saturday nights, market days usually being on Wednesday or Thursday.

129. I think it is very often Saturday?—Very often market day is on Wednesday or Thursday. I may say, as to that, that I edit and compiled "The Commercial Travellers' Guide to the Market Days and Early Closing Days," and I found that in the great majority of cases, certainly in a considerable majority of towns, Saturday is not the market day.

130. Do not you think in the last few years there has been a great extension in small towns of a half holiday in the week?—Within the past 10 years, yes.

131. I know it applies to a large number of small towns in the district I represent?—Yes, that may be so.

132. The authority for closing in a rural district would be the rural sanitary authority; do not you think it would be a very difficult thing in large rural sanitary authorities such as I am acquainted with to apply the same rule to all the different parishes within that authority?—You mean by parishes the small towns.

Mr. *Baldwin*—continued.

133. The local sanitary authority may include 20 or even 30 parishes?—Yes, they would take each district on its merits.

134. Each parish separately?—Yes. One parish might be a town of 3,000 or 4,000 inhabitants, and others mere villages.

135. Others might be 300 or 400?—Precisely.

136. Have you any evidence as to the feeling in the country districts about this early closing, or in the small towns of 3,000 or 4,000?—Yes, some of them have sent up petitions in favour of the Bill.

137. Perhaps you would let us know what those small towns are?—I will endeavour to do so.

138. Perhaps you will put that evidence in?—Yes.

Sir *Blundell Maple.*

139. I think you have been connected with this Early Closing Association for 25 years?—Not 25, but nearly 20; 19 to be exact.

140. And all the early closing of shops has been by voluntary act, has it not?—Yes.

141. You remember that years ago all shops were opened very late in all parts?—I do not remember as to all. Take the suburban parts of London, I do not remember they were ever later than they are now, and I remember many instances where they were earlier.

142. All the large shops of London where they have a great quantity of *employés*?—Those were open. I am speaking of the smaller shops, but as to the large shops the Early Closing Association has won, as I said before, a great improvement with regard to them.

143. Do you think the large shops, where there are thousands of *employés*, could be closed any earlier than they are now?—I do not think the Bill would touch them.

144. The object of the Bill is to assist, is it not, in getting less hours for the *employés* in shops?—Yes.

145. The great majority of shop assistants are employed in the large shops, are they not?—That has never been ascertained; probably they are.

146. You would say, taking London, that two or three times as many shop assistants are employed in shops employing 10 assistants and over as by all the shopkeepers employing assistants below that number?—Yes, roughly speaking, that is so; that is a generalisation that one might make.

147. You support this legislation because you contend that voluntary action has ceased to have effect; is that so?—It has ceased to make the progress that the traders themselves declare to be necessary for the health and well-being of their assistants, and for economical reasons to themselves.

148. You would say that your Early Closing Association has not been able to get any further early closing by voluntary action?—Not further than we have gone. We have gone a great way.

149. You are at a standstill?—Year by year we bring about a certain number of improvements, averaging over 1,000 improvements during the past four or five years, but then the mischief is, as in the case of Brixton, one or two men come along and upset the whole thing, and the work has to be done over again, not always successfully.

Sir *Blundell Maple*—continued.

150. It is done over again?—Not always. We have at the moment several metropolitan cases where one man is wrecking the movement. I presided at a meeting of assistants and others at Finsbury Park last week, where early closing was established two or three years ago. Then a business changed hands, and the new proprietor says, "I will not adopt this five o'clock closing." We receive letters from other traders, and they say to us, "We beg to call your attention to the fact that So-and-so has not closed at five o'clock, and unless he closes forthwith we shall abandon the practice." Then we have to go up. In this particular instance I met this man three times myself and exhausted my persuasive powers upon him, and he said, "No; I will let the young fellows off; but the missis and I will run the show ourselves."

151. He would let the men have a holiday, but would keep the shop open?—I said, "So certainly as you do this you will be the occasion of wrecking this movement for hundreds, if not more, of assistants, and for small employers, those persons who approve of it and say it is no loss to them."

152. This Bill is to close shops?—Yes.

153. But supposing that the shop was allowed to be open and the shop assistants to be away, some one part of the week and some another, the shop assistants would get shorter hours?—They would not, unless some compulsory power enacted it.

154. Supposing the Shop Hours Regulation Bill, which regulates the employment of young people in shops was extended to adult labour, would not that involve less hours of work for the shop assistants?—That would do it if it was strictly applied, but it is not believed to be a satisfactory method of procedure.

155. By whom?—By the traders and by shop assistants generally.

156. There is a Bill, the Shop Hours Regulation Act, which was passed in 1892?—Yes.

157. Limiting the employment of young people in shops to 74 hours per week, including the meal hours. Supposing the Legislature considered it advisable to limit adult labour to 74 hours per week, would not that be a better way than forcing the shops to be closed?—It might be, but on the other hand you would introduce a new element into factories and shops legislation that I do not think the House of Commons would ever allow. In factory legislation adult male labour is not interfered with.

158. Are factories closed by legislation?—No.

159. Are mines closed by legislation?—No.

160. Is there any other place employing workpeople closed by Act of Parliament excepting licensed premises, such as public-houses?—I do not know of any.

161. You would suggest that Parliament should introduce the compulsory closing of shops to get shop assistants less hours of labour?—Yes.

162. You

Sir *Blundell Maple*—continued.

162. You think that necessary?—Yes; being the most practical way out of the difficulty.

163. Out of what difficulty?—The oppression of shop assistants, and the loss of health, and even of money, and to curtail the extravagant method of conducting business, burning gas, and spoiling goods, till 9 or 10 at night, when, without inconvenience to the public or hardship to the shopkeeper, they might equally well be closed at 7 or 8 o'clock.

164. You say without inconvenience; take shop assistants now employed in the large shops; when is he to do his shopping if these small shops are closed at the same time?—At the times they do it now, in the majority of cases; they get out in the early morning hours to do their shopping.

165. During business hours?—Yes.

166. Where?—Take your neighbours, Shoolbred's; one of Shoolbred's assistants finds no difficulty in getting out to buy a hat or get his hair cut.

167. Do they make it a rule at Shoolbred's to allow shop assistants when they come to their business to go out and do their shopping?—There are things that are not put down in rules, and that is one of them.

168. An exception is made, no doubt, in all large shops for a young man to go out, but for a general rule do you mean to say that any shop assistant is allowed after he comes to business to go out and make his purchases?—I will not say as a general rule, but I will say this, that the condition of things generally obtaining would allow those young men's purchases or what not to be made some time during the business hours. They would slip out at a slack moment.

169. Where you have 2,000 or 3,000 people?—Well, I know they do in many cases.

170. You have said just now that the shops that kept open latest were in the suburbs; do you know the reason why those shops in the suburbs are open so late?—I do not think I said that. I did speak of suburban districts as being typically late, but I should say the districts are found even at the West-end.

171. You said that in the suburbs the shops were open later?—Later than at the West-end.

172. Do you know the reason for that lateness; is it not a fact that the shops open there early, and that all the people who reside in the neighbourhood go to their different businesses in the centre of London, and do not return until late at night, and that although the shops are open the *employés* are some of them away during the middle of the day, and the shops partly closed?—I do not take that to be the explanation.

173. Have you been down in my own constituency, where you will find street upon street where it is like that?—You must remember it is not the people who do the shopping that go to the City. It is the wives, who remain at home.

174. There are the workwomen, and there is no end of female employment now. The women go to business and return in the evening, and do their shopping in the evening?—I regard the number of women who would go from a district like Penge to the City and return late as being very few. Usually the workwomen in the East-end of London, where they are most numerous,

Sir *Blundell Maple*—continued.

live about the factories. Take the large match factories, for instance, and others. There they live close at hand. They live practically in the same districts in which they do their work.

175. Do you contend that shopkeepers keep their shops open because there are no customers?—No, I do not maintain that at all. I maintain this: they keep their shops open because of the idle and vicious practice, the thoughtless and cruel practice, of people doing their shopping at a late hour, who could perfectly well do it at any hour of the day, after their husbands had left for the City and before the time they returned.

176. Then they wait for their husbands to come back?—Yes, in many cases they do, and regard it as a kind of recreation, heedless of the cruelty it entails on the assistants; and then they go out frequently, not so much to shop, as to have a look at the windows.

177. You told us just now that you have been procuring 1,000 early closings every year during the last few years by this voluntary action?—Yes.

178. And everywhere you are prepared to acknowledge that during the last 10 years there has been, amongst the majority of small shopkeepers, the half-holiday given in the week?—Not quite everywhere.

179. Therefore the shop assistants generally are far better off than they were 10 years since?—In respect to the weekly closing, but with reference to the total hours of work they are not.

180. If they have half-holidays, and do not remain open later on other days of the week, surely they must be better off?—They do remain later; that is where the difficulty is.

181. Where?—In Clapham——

182. But generally. Do not point out one street?—I am giving you one at a time. I cannot give them altogether. Years ago two of the leading traders, Mr. Wright and Mr. Barrett, in Clapham canvassed to maintain what for years had been the custom in Clapham of eight o'clock closing. That has fallen through in the last 12 years. The hour in Clapham to-day is from 8 to 9.30, except in the case of Messrs. Grice and Son, who, with their neighbours all round them closing later, maintain an eight o'clock closing. Then we come to Brixton. Brixton is closing later on the Promenade and the better houses, excepting the Bon Marché, than it has been doing at any period that I recollect, and if we go to districts in the north such as Kingsland, Stoke Newington, Hackney, the hours there are, in some instances, going back as a consequence of the half-holiday.

183. That is your experience?—It is not only my experience, but I can give you the hours and the names of firms once closing earlier.

184. Would you bring us a list of all these places, or some of them?—Yes.

185. You are aware that there is a voluntary early-closing association existing in London?—Yes.

186. Of which I happen to be president?—Yes.

187. And which is opposed to this legislation altogether?—Yes; some of them, and others were not always so opposed.

188. They

Sir *Blundell Maple*—continued.

188. They seceded from you because you took up with compulsion?—I can show you that in your own case, and in the case of your chairman, treasurer, and other officers, you have all stated that you were in favour of legislation of some sort.

189. Not for compulsory closing of shops. Short hours of labour for employés, but not for closing of shops?—However, I will not pursue that.

190. That is the point?—I might show that gentlemen interested in the Voluntary Association have given the strongest evidence possible, and I should like to put in Mr. Pomeroy's evidence, the founder of the Voluntary Association, from the Blue Book of 1886, where he said he had been deadly opposed to legislation, but was now on the side of legislation.

191. Now, as regards this Bill, you have studied it thoroughly?—Yes.

192. I see that it says here that "district" means the area in which the local authority has jurisdiction?—Yes.

193. Therefore, you would propose, according to this Bill, that the whole of the County of London should be one district?—I should not propose that. The Bill says, "Any district, or part of a district."

194. How would you proceed to find out the two-thirds of any particular class of traders?—We would canvass them.

195. Who would canvass them?—The Early Closing Association through its officials, or no doubt bodies of traders themselves would do it.

196. Who would be the authority to certify? Would you get their signatures?—Yes.

197. Who would be the authority to check the signatures to ensure that two-thirds of the shopkeepers assented. For instance, take the bakers; how are you going to test as to the number of bakers in any particular district?—We should have to find that out, and get their signatures.

198. Who is going to find that out?—The canvassers appointed.

199. Who is going to get the signatures?—The persons entrusted with the duty.

200. Who is going to find the money?—Money so far has been found to carry on the voluntary movement, and it would be found to carry this Bill to its logical conclusion; to carry out the Act when it was passed. No difficulty presents itself to my mind in that respect.

201. Take, for instance, round the centre of Oxford-street; there are a large number of small shops in the back streets, are not there?—Yes.

202. A lot of small drapers?—Yes.

203. Take the case of Marshall & Snelgrove; if two-thirds of these small traders in that district desire to close on a Wednesday instead of a Saturday, by your Bill they would have the power of closing Marshall and Snelgrove's on the Wednesday?—Not if the recommendation of the Nottingham Congress is carried out.

204. What is that?—That is that any houses closing not later than five o'clock on Saturdays for a period of three months prior to the passing of the Bill shall be exempt.

Sir *Blundell Maple*—continued.

205. From the action of the Bill altogether?—In respect of the half-holiday.

206. This deals with every night, does it not?—Yes——

Viscount *Cranborne.*

207. That resolution is not in the Bill?—The promoters have promised to introduce these recommendations.

208. That is one that is proposed to be introduced?—Yes, that is proposed to be introduced in Committee.

Sir *Blundell Maple.*

209. The Nottingham Congress took place in 1893?—Yes.

210. And this Bill has been drafted since then?—No, it has not. It stands as it did.

211. Then, again, the classification of trades. How are you going to divide the trades?—I should ask permission to say with reference to Oxford-street, which you mentioned just now, that does present a difficulty in carrying out the Bill, but taking London as a whole there are many districts which lend themselves by their geographical features to the purposes of the Bill. I will give you a number of them; for instance, Balham. I was going through a list of districts in my work during the past year. The Balham district is self-contained, and the Clapham traders would not interfere on the one hand, nor the Tooting traders on the other——

212. Is there not a question of one street in Balham?—The County Council would make an order covering the whole of Balham.

213. To decide where the line should be drawn across streets in a district?—There is no necessity to draw lines through streets.

214. Would you take it according to the Vestries?—We are not talking of Vestries. The London County Council having jurisdiction over the entire district, would naturally include the whole of the district, so far as the shops went. Take the districts of Balham and Battersea, and Battersea Park-road, Bow, Brixton, Clapham, Camden Town and Kentish Town——

215. In Camden and Kentish Towns there are some traders there who now close early on Saturdays?—Only one.

216. And earlier on the other days in the week?—There is very little early closing in Camden and Kentish Towns. I only know of one firm closing on Saturday, and their hours are five on Saturdays and eight other nights. Then we come to Clapham. That is a self-contained area; Clapham Junction is another, Deptford another, Enfield another, Forest Gate, Fulham, Hackney and Clapton, Hammersmith, Holloway, and Seven Sisters'-road, and Finsbury Park——

217. Take Holloway; there are a lot of large places there?—Only two—Messrs. Jones Bros. and Crisp's.

218. But they close early now?—One of them does, the other does not.

219. What time do they close every night?—Jones Brothers' close at four on Saturdays, and seven to eight other nights.

220. Seven o'clock?—I wish to give Messrs. Jones the full credit.

221. And

Sir *Blundell Maple*—continued.

221. And the other shop — Crisps'? — At Crisps' they are frequently open till nine, and the doors at some times are not punctually closed then.

222. Their regular hour for closing, is what?—They do not appear to have any; at least, I am not acquainted with it. They have frequent sales during many periods of the year. I think they have as many as three or four sales in the course of the year, and they do as much trade as they can.

223. They have a regular time for closing?—It is a late house. Then there are many other districts. I have got 48 metropolitan districts, all of which lend themselves, by reason of their geographical boundaries, to the purposes of this Bill, and in which it could be put in operation.

224. And a large town like Brighton?—Thoroughly well.

225. That would be one town by itself?—Yes.

226. You would canvass the whole of that?—Yes.

227. As to each particular trade?—As to the drapers, or to all trades.

228. I am not talking about drapers, but dealing here with bakers, butchers, and all classes of trades?—Yes.

229. Tell me who is to decide to which trade a man belongs who keeps different things. Take these large places like Whiteley's, in London, or any of the large places all over the country, where they sell butchers' meat, bread and fish, boots and shoes, and drapery. I see by this Bill, in Clause 5: "A shop in which trades of two or more classes are carried on shall be closed for the purpose of all such trades at the hour at which it is by any order made under this Act required to be closed for the purpose of any of them." So that if the butchers decide to close on a Monday at four o'clock, Whiteley's would have to close at four o'clock?—Yes, unless——

230. And if the bakers closed at four o'clock on Tuesdays Whiteley's would have to close?—Whiteley's would be exempt if the recommendation of the Nottingham Congress is carried, as we hope it will be—we pin ourselves to that—owing to the fact that for many years past he has closed at two on Saturdays.

231. That is only a question of one half-holiday in the week. Your exemption deals with the half-holiday subject only?—Yes.

232. It does not deal with the other, too?—You were speaking of the half-holiday.

233. I am speaking of early closing. Supposing it is four o'clock, for instance, as regards the butchers, and then the bakers the next night four o'clock, then the bootmakers the next night four o'clock, or for the purpose of my illustration it might be that they closed at five o'clock on these particular nights?—They could not in practice.

234. Well, say six o'clock?—They would not in practice, because there is not a butcher's within reach of Whiteley's which closes until eight or nine o'clock, and his closing hour is seven.

235. My experience is that butchers close on Mondays, or a great many butchers, as early as two o'clock?—Yes, that is their early-closing day in some places.

Sir *Blundell Maple*—continued.

236. Then, supposing they decide to close on Mondays at two, would Whiteley's have to close?—Whiteley's would be exempt, if our recommendation is carried out, on account of being a Saturday-closing house.

237. If they closed one day a week early, they may open on all other days of the week as long as they like?—My answer is that they have been closed on Saturdays for a period of three months prior to the passing of this Bill, and they get exemption with regard to the half-holiday.

238. But with regard to every night closing?—The existing conditions would exempt them. You spoke of Brighton; take the Hove stores.

239. Keep to Whiteley's for the moment?—He is already hours in advance of the butchers in the locality.

240. Whiteley does not close at six?—At seven.

241. You say in your Bill six o'clock?—Not earlier than six. In practice, the butchers about Whiteley's do not close until two or three hours after he does, so that they are not likely to propose to go up to the seven o'clock closing at a jump.

242. You say, by this Clause 5, that a shop which keeps these different things is to be reckoned as of one particular class. So that Whiteley's or any of these large shops would be all of them recognised as belonging to one of these trades, and would have to close according to the decision of the people in that particular locality. Would not that be so?—As you have mentioned Whiteley's, it is only fair to remember that the existing condition that now obtains would practically exempt him from the Bill, and other similar houses.

243. Not by this Bill?—Because he closes hours earlier than any of them, adding the recommendation I spoke of just now.

244. Again you refer to Whiteley's district. As there is no line laid down, and nothing said in this Bill as to the particular districts, how are you to define this district. How big an area is a district to be?—All that is left to the judgment of the local authority, or rather it is left to those who would initiate the operation of the Bill. Where an area could be defined and the signatures were obtained, the local authority would have power to confirm the districts suggested to them.

245. The local authority is to confirm the signatures in some district. Who is to decide what is the district?—The traders themselves.

246. They might take, for instance, one side of Tottenham Court-road as a district, and in that way it would be a district without touching the houses at the back?—You must have regard to the probabilities of what would be done. There would be no probability, or even possibility, of getting a sufficient majority of traders on one side of the street to put the Bill into force with the knowledge that the other side might remain open.

247. But there are turnings leading out of that street. This Bill is a Bill for giving local option?—Yes.

248. Do not you consider it is necessary to define all the localities?—Not in the Bill; the

Sir *Blundell Maple*—continued.

Bill is sufficiently good in that respect as it stands.

249. You leave it to the different bodies mentioned in this Bill to define the different lots of houses according to your description, which is to confirm a district?—They would have regard to the petition put before them. The petition, I presume, would settle the boundaries of the district. You would either succeed or fail in getting your petition. If you succeeded, in the petition itself would be set out the district to be covered by the hours of closing. I admitted just now that you put your finger on a weak spot with reference to Oxford-street, and an equally weak spot with reference to Tottenham Court-road.

250. To any of the streets the same argument would apply?—No, not in the districts I have suggested. So far as districts may run into, and would overlap each other, we admit the Bill is weak there, but we say the Bill is strong with reference to areas that are self-contained, and which do not present these difficulties of overlapping. I have mentioned some of those districts, and I have a list of 48 of them in which the Bill could be put in force without presenting any of the difficulties to which you allude.

251. I am going to ask you now a very important question. Is it not the fact that you consider this Bill, with these different districts, would be unworkable in London?—In some central parts of London, perhaps.

252. Have you not expressed it, that it would be unworkable in London?—No, not as applied to London as a whole.

253. It would not really be an effective measure in London?—The answer I gave you just now sufficiently replies to that. I have said to you personally, that a great difficulty does exist with reference to Tottenham Court-road or Oxford-street, but we must not make the most of the difficulties.

254. All over London?—No, not all over London. Take a district like Hammersmith, thoroughly self-contained, or any of these 48 I have here, and I do not see any difficulty with regard to the Bill; but if you speak of Central London, there I admit is difficulty.

255. As regards the grocers who have off-licenses, would you not call them still grocers?—Yes.

256. And grocers that have not got off-licenses would therefore be able to close the grocers that have got off-licenses?—Yes.

257. And by this Bill you do not touch the public-houses?—No, we have regard to the difficulties of the situation.

258. Now, I notice you exempt refreshment houses and places where hot cooked provisions are sold?—Yes.

259. Why not cold cooked provisions?—Then the grocer would come in with his cold tinned food.

260. Supposing a grocer sold hot cooked provisions as well, would he be exempt?—No, he would not be exempt then, if he continued to carry on his primary business of a grocer.

261. Why not; it says here "refreshment houses and places where hot cooked provisions are sold"?—If you go to another part of the Bill you will see that where a tradesman comes under the operation of the Bill with reference to one part of his business he is equally under it for all purposes.

262. Where do you find a trade where hot cooked provisions are sold and not other things sold?—The exemption of hot cooked provision shops has reference to those purely ham and beef warehouses——

263. Do not they sell cold cooked things?—Those ham and beef cook-shops where they have hot sausages and hot what you like in the neighbourhood of theatres, and they are purely refreshment houses.

264. Do not they sell cold ham?—Cold ham.

265. Then would not they come under the provisions of that clause you referred to?—No, because they are wholly and solely refreshment houses. They are refreshment houses, and not grocers or bootmakers, or anything else.

266. But would bakers who sell hot tarts and cups of tea be under this Bill or not?—There are bakers and bakers.

267. I entirely agree. The difficulty is to classify them; and what authority is to classify the trades?—There are many shops, like the Aërated Bread Company's shops and Lyons', where they sell cakes and so on; but they are, as we all know, first and foremost, and almost entirely, refreshment houses.

268. There is a clause dealing with chemists?—Yes.

269. You are going to close chemists' shops?—By the chemists' desire, because when the inquiry was proceeding as to what trades were in favour of this Bill we found from the chemists' trade papers that the chemists themselves were in favour of it. One of the trade papers undertook a canvass of the trade of London, and I forget what the figures were, but the figures were sufficient to justify us in putting chemists into the measure. They had stood exempt before.

270. But a chemist is not allowed to keep his shop open. "This section shall not be deemed to authorise a pharmaceutical chemist and druggist to keep open shop after the said hour"; but he may supply medicines. Where are you going to draw the line?—If he begins to sell packet tea; and that is what they usually do sell.

271. Supposing a patient is ordered tea by the doctor?—Well, it is not a drug or medicine.

272. Is a chemist not to sell eau de Cologne?—I should say not.

273. Though prescribed by a doctor?—Well, I never heard of it being prescribed. It is treated as an ordinary article of scent.

274. Or different articles which are necessary, such as bandages or brushes?—Then you come to what are purely drug appliances.

275. Brushes?—Not brushes.

276. Ice bags or hot water bottles, or cough lozenges?—We seek to minimise the difficulties.

277. If we want to pass a Bill through the House of Commons, and make it an Act of Parliament, it is a serious thing, and we want to examine this thoroughly to see if the measure is to be taken through the House of Commons, that it

Sir *Blundell Maple*—continued.

is a workable thing, and a thing desired by the public generally. We know this Bill is your work, and that you have been agitating for it?—Oh, no.

Viscount *Cranborne.*

278. I suppose, really, the case which you make is this: that what I think you described as the moral and physical evils of keeping shops open are so great that the public must be prepared to put up with a certain amount of inconvenience in order to stop these great evils?—I hardly admit the inconvenience. I say they are entirely on our side, or almost wholly so.

279. I do not want to press you about it, but the reason for the passing of this Bill is the moral and physical evils of these late hours?—They see the result in broken-down constitutions, and they wish success to our proposals.

280. I do not wish to ask questions about matters which are not within your knowledge, and you will tell me if I am going beyond what you know, but in what respect do the long hours in shops produce moral evils?—The expression "moral evils" is not mine.

281. You would not represent that?—No.

282. It is a physical question?—Physical to the assistants and economical to the shopkeepers.

283. You would not put the economical difficulty so high as the physical difficulty?—No; the health and well-being of these tens of thousands of assistants should, I think, press in the first place on the attention of Parliament.

284. Looked at from a purely economical point of view, the public may be looked upon as on an equal footing with the traders, and their wishes and interests ought to be considered as highly as the traders, inasmuch as the traders make money out of the public?—I think the traders find this, that the public are so keen to make a profit, even of a farthing on the article sold, that they are bound to study their own considerations.

285. I do not quite follow that?—I think this, that the shopkeepers find that the public are so indifferent to them, and so keen to make a saving even of a farthing on a single article sold, and that a lady shopping would rather go into one shop and get a thing for 9¾*d.* than pay 10*d.* for it in another——

286. You would yourself, I suppose?—Well, I need not answer that, perhaps.

287. That is the general view?—You may take it that in these days of keen competition; the shopkeepers finding the customers are indifferent to them, and that they will go where things are cheapest, naturally themselves begin to consider how they can get a larger share of custom by selling their things cheaper, and to sell their things cheaper they must begin and find out every possible point in the economy of conducting business. One great point that presents itself is this, that by closing at eight instead of nine and ten they do make a great saving, and are thereby enabled to compete with the man across the way, who sells an article cheaper than they do.

288. From that point of view, the traders come to Parliament to save themselves money?—Yes. And——

Viscount *Cranborne*—continued.

289. And to make them to put, in fact, money in their pockets?—Yes, for one consideration; and as humane men they wish to save their assistants.

290. I wish to leave that question out for the moment. I do not desire for a moment to appear offhand to condemn the view you have put forward, but you are aware that that constitutes an entire exception in legislation to put money in the pockets of a particular class of traders?—I think what you require to know in this Committee is, how far do the traders support this measure, and whatever the reasons, we are bringing out the fact that they do support it.

291. Of course it is most important, and the Chairman would stop me if I were examining you except from a trader's point of view. I want your answer, after all, to this, that the traders have no right to be considered more than the public, have they?—Where their health suffers, I think they have.

292. Leave the health question out for a moment. I want to finish the economical question first. As between the lady who wishes to buy for 7¾*d.* instead of 8*d.*, and the trader who would prefer to sell for 8*d.* instead of 7¾*d.*, the lady has as much right to be considered as the trader?—I do not know what your object is.

293. That is the case you put yourself, but I will not press you. I have, perhaps, gone far enough. I may summarise it in this way. As I understand, one of the reasons you put forward for this Bill was that it would constitute an economy to the trader?—That is one reason. I also mentioned another——

294. I want to ask you whether, as a matter of fact, the economy to the trader would not ultimately come out of the pockets of the public?—I do not say it would, it would go into them.

295. Or out of the inconvenience of the public?—We do not admit the inconvenience. We do not see that it exists. We are told—the shopkeepers say—that they can do their business equally well within 10 hours of the day, or even less than that, as in 12 hours, the present time.

296. Now, let me ask you a question about the other point. You most candidly said you put that matter higher—the health of those engaged in the trade—the traders and the assistants?—Of course, as a philanthropic body, we do, naturally.

297. You put that in the first place?—Yes.

298. I should like to ask you for the moment about the hours. You told us that all over London, or in the suburbs of London, the shops were open on an average from 82 to 85 hours per week?—I gave you the hours as 81 to 82 that they were employed, as being the number after deducting the provision for the five-o'clock Thursday closing. Where that provision does not exist the number may amount to 85, and frequently more.

299. Where it does exist the number is about 80?—Eighty to 82.

300. When you say the shops are open, I suppose the traders are not actively employed the whole of that time?—There is a double answer to that. The first is that there are slack moments

Viscount *Cranborne*—continued.

of the day. The second is, that there are many busy periods when they are kept in after the shutters are up. The hours I have given are quite irrespective of any work behind the shutters. When the shop is closed there is a vast amount of work done, especially at Christmas and periods of special trade, up to midnight.

301. That is not quite the answer to my question. I want to know whether throughout the whole of the 82 hours during which the shop remains open the employés are actively engaged?—They are supposed to be. If they are not actually serving the customers, they are engaged in various works of preparation.

302. I suppose there is an interval for meals, for example?—Yes, the meal intervals are unsatisfactory altogether. They are usually 30 minutes for dinner, and 20 minutes for tea. That is not enough.

303. Whatever it is, it must be deducted upon the analogy of the Factory Acts from the work, in considering the amount of work which is done by the employés. That must be deducted?—If it is deducted, the over-work must be added to make a fair statement; that is, the work after the shutters are up.

Mr. *Frederick Frye.*

304. There is a breakfast time as well as a dinner time in many of these shops?—It depends. Sometimes yes, and sometimes no. Where a house opens at nine (that is rather exceptional), the breakfast would be taken before that. Where a house opens at seven to eight, breakfast sometimes is after.

Sir *Blundell Maple.*

305. When a shop opens at nine, what time would it close?—In an early-closing district or a fashionable district it might close at seven or eight, but in a poorer district nine or ten.

Viscount *Cranborne.*

306. You will quite understand you are speaking to a person not very familiar with the subject. Take the suburban districts; what hours do they open there in the morning?—In various trades it varies. In the provision trades, where they sell articles of food for breakfast, they open from 7 to 8. That is the grocery and provision trades. In the drapery trades it is more commonly 8 to 9, and in some cases 8.30. I can put in at the end of my evidence the figures of the canvass we took in the Old Kent-road some time ago, and I can show that those hours have remained as late now as they were then.

307. No doubt the Chairman will wish you to put that in?—It supplies a full answer to the question you put to me, and is not only true of the Old Kent-road, but other districts.

308. I only wanted an instance to inform myself and the Committee upon. Let us take the drapery trade. They open at nine o'clock?—Eight to nine.

Sir *Francis Powell.*

309. When you come before us again I should be glad to know something about mid-day meals. You spoke about half an hour being allowed. I should like some authority for that?—I shall be pleased to give it you.

Mr. HENRY HORSMAN, called in; and Examined.

Chairman.

310. You have come here representing the Manchester District of the Shop Assistants, Warehousemen, and Clerks' Association?—That is so; the National Union of Shop Assistants, Warehousemen, and Clerks is our title.

311. How long has that body been in existence?—About six years.

312. About how many members does it consist of?—About 600 paying members in Manchester at the present time.

313. Could you tell the Committee what the general hours are of the shop assistants in Manchester?—It varies according to the districts. In Manchester we have some shops which close as early as seven.

314. What time do they open?—We find the shops that close the earliest open the latest, and the reverse is the rule, that the shops that close the latest open the soonest.

315. You have not yet answered the question how long the hours generally are?—It varies; some close at seven, others at eight, others at nine, some at 10, and some at 11 o'clock.

316. You have not told us when they open?—Eight o'clock is the usual time with some of them. To be at business at half-past eight is about the average time of the shop assistants of Manchester.

317. Do I understand, as a general rule, that the shops open at eight, that some close at seven, some at eight, some at nine and ten?—Up to 11 o'clock.

Chairman—continued.

318. Eleven o'clock would be only, I presume, on the Saturday?—Yes.

319. On other days of the week too?—Yes.

320. Are there any large numbers who are open as late as the times you mention?—Yes.

321. There are large numbers open as late as 9, 10, and 11 o'clock?—Yes. There are very large numbers open till nine and a considerable number open to 10, and we have numbers who are open as late as 11 o'clock.

322. Then a large number of the shop assistants are kept till the late hours you mention?—That is so.

323. Do you find in Manchester districts in which there is earlier opening and closing, or is it about stationary, or how is it?—We have not found much improvement of late.

324. You would say that matters are stationary?—There has been a slight shuffling of the cards, if I may use such a term. We have got a weekly half-holiday to some extent, but we find some of the firms have simply adjusted matters by making it a little more on to other days. We have got a Wednesday closing to a considerable extent, but some of the large employers have the men working later on Tuesday and Thursday in consequence.

325. Then you speak of a half-holiday; at what

Chairman—continued.

what hour does that half-holiday commence?—One o'clock on Wednesday.

326. Then it would seem rather to follow that voluntary action has not been making much progress in Manchester of late?—It has not.

327. What is the opinion of your association as to the prospects of shortening the hours by voluntary action?—The opinion is that there can be no result from voluntary effort. As fast as we make an improvement in one district it goes wrong in another.

328. Is your association in favour of legislation?—Strongly in favour of it.

329. And is that practically the unanimous opinion of your association?—I think so. We have passed resolutions at our annual conferences for two or three years to that effect, but I can only speak for the Manchester district. That is the only district I am personally acquainted with, and that I have responsibility in connection with in this matter.

Mr. *Frederick Frye.*

330. Are you an officer of this organization?—Yes, the district secretary at the present time. I have had 30 years behind the counter, and I have been working behind the counter up to within the last 18 months.

Chairman.

331. You represent on the matter the view of the assistants, naturally. Can you speak at all as to the views of the traders themselves of Manchester?—Yes, we came in contact with the Grocers' Association in particular; I am personally acquainted with the president and two or three vice-presidents of the Grocers' Association, and I think they are prepared to give evidence in support of this Bill. I think they are strongly in favour of it in Manchester.

332. Do you think there is any large number of the traders in Manchester who are in favour of legislation?—Yes. We have had financial assistance from time to time, and have received a great amount of support from the traders in Manchester for the purpose of carrying on the shorter hours movement in Manchester.

333. Has your attention been drawn to the provision of the Bill now before the House?—It has.

334. The Committee would be glad to hear your view with regard to the Bill generally, and upon any points on which you may wish to offer any suggestions. In the first place, as regards the Bill generally, what is your opinion?—With reference to the necessity of a Bill, we are very strongly of opinion that something is absolutely necessary that no voluntary effort will bring us any effectual remedy. A young man I saw on Monday of this week is at his business on Monday morning at eight o'clock, and he is there till 9.30 on Monday, Tuesday, Wednesday, and Thursday, 10 o'clock on Friday, and 12 o'clock on Saturday.

Sir *Francis Powell.*

335. Is he there on Wednesday?—Yes. This is every day in the week, but he gets half a day fortnightly, and he gets no time allowance for meals. He is a manager under a firm who have a number of shops, and he is expected to watch the shop while he gets his meals. He is not supposed to leave the shop during these hours, from eight in the morning till half-past nine at night, and 10 o'clock on Fridays.

Sir *Francis Powell*—continued.

Mr. *Frederick Frye.*

336. That would be a very exceptional case, would not it?—No.

Chairman.

337. Is that in a small shop?—A grocer's shop. There is a manager and a boy.

338. Is it a small shop, or a large shop?—It cannot be very large with a man and a boy in it.

339. Then, coming to the question of legislation, I think you said just now, your association were strongly in favour of some legislation?—We find that we cannot possibly get any amelioration without legislation. I will give an instance in Salford, which is in our Manchester district. There are 15 boot-shops in a street called Regent-road. The boot-makers in Manchester and the grocers are the trades that have the Wednesday half-holiday one o'clock, but no other trade closes on the Wednesday, excepting furniture shops. There were 15 boot-shops, and 13 of them signed a paper that was carried round by the manager of one of the shops in favour of closing at one o'clock on the Wednesday. One man objected to it, and then another one discovered that he objected to it, and the two of them practically have prevented the others from adopting the Wednesday half-holiday. That was last year, and we know we have 13 out of 15 of the principal of these boot-shops, who are prepared to-day to close for a Wednesday half-holiday, but two of them—and practically it is only one—are preventing them from taking that action, and doing as they would like to do, and the hours in that thoroughfare are nine every night in the week, and very late on the Saturday.

340. With reference to the Bill now before the House, I will give you an opportunity in a moment of making any suggestions as regards details, but the Committee would be glad to know the feeling of your association as to the general tenor of the Bill in the first instance, and then we will come to the clauses afterwards?—We are strongly of opinion that it should apply to all shops.

Mr. *Frederick Frye.*

341. And to all businesses as well?—All businesses, except those scheduled.

Chairman.

342. So far, you approve of the Bill?—That is so; and we are also in favour, I may say, of it being made general, not particular. Even if you get two-thirds of the grocers, then under that clause you leave out the drapers, and if you get two-thirds of the drapers you leave out the grocers and the boot people. We do not approve of that kind of legislation. If you get two-thirds of the shopkeepers in favour of it you should make it applicable, because we have found that one draper can rule the drapers and one grocer the grocers, one boot-shop all the boot-shops, and therefore it is likely to be very unsatisfactory.

343. I wish to ascertain whether, apart from

Chairman—continued.

questions of detail, the general outlines of the Bill meet with the approval of your association?—There are several matters in it that we have had under very serious consideration.

344. We will come to those in a moment. In the first place, I wish to ascertain whether the general scope of the Bill meets with the approval of your association apart from the question of details?—It does.

345. Now come to the details. I understand you to suggest that the different trades should not be allowed to act independently, but the two-thirds should be applicable to all the trades who are in favour of that principle; I suppose you would not regard that as a *sine quâ non*?—Certainly not.

346. You suggest it?—We think it would be more practical, that it would be a much more satisfactory arrangement.

347. You would rather take it, I suppose, than not have it at all?—Our constituents are members of the various trades. We may have two parties members of our organisation, one in a draper's, and one in a grocer's, and one is as anxious that the drapers should have it as the grocers, and *vice versâ*.

348. You would prefer to make it general, but you do not wish to make it a *sine quâ non*?—No. It is exceptional at the present time.

349. You think it would work more satisfactorily if that were done. I do not understand you to say that you would make that a *sine quâ non*?—We think it would be more satisfactory.

350. You do not wish to do more than recommend it as an improvement in the Bill?—That is our feeling.

351. Is there any other point on which you wish to make a suggestion to the Committee?—We say that if you get two-thirds of those who are interested or who are concerned in this Bill to consent to it, that the local authorities should put it into operation, not that it should be optional with the authorities. It is optional with the people who sign, but if you get the consent of a sufficient number to put it into operation the local authorities should be bound to put it in force.

352. You would wish that to be "shall" instead of "may"?—Yes, in line 16.

353. I may say that the feeling of those who drafted the Bill was that the local authorities probably would put it into operation, and there would be opposition if it was made absolutely obligatory?—That is our feeling very strongly.

354. Is there any other point in that clause?—No. We are also of opinion that it should not be made to affect one part of the year and not the other. That is in the second clause, page 2.

355. Have you considered the question of Christmas, when there is a great deal of pressure, and it would be desirable to provide differently for that period than for the other parts of the year?—Yes.

356. And yet you think there would be no difficulty in early closing at Christmas time the same as at other times of the year?—We do not think we should get local authorities to pass a sufficiently drastic measure to create much inconvenience.

Chairman—continued.

357. Would there be any advantage in times of stock-taking to give more latitude as to the hours?—It would not prevent this Act from operating.

358. You think in any case that six o'clock is late enough to close?—I do not say that. That is as early as we shall get.

359. The Bill makes six o'clock the earliest time?—Yes.

360. You think there would be no inconvenience in closing at six o'clock at any time of the year?—We do not say that. We have never said that we should support the six o'clock closing.

361. Might it not be that it might be quite feasible to close at six o'clock in some slack times of the year, and yet necessary to keep open a good deal later at Christmas time?—We have not anticipated any feeling of that kind at present.

362. You would prefer to make it the same time all through the year?—Yes. Then we are of opinion also that in the sixth clause, at the bottom of page two, the penalty for non-compliance with this Act is utterly inadequate to ensure the purpose for which it is intended. A five shilling fine would not have any deterring effect on anyone who made any profit by keeping open beyond the hour fixed.

363. Our feeling was, that as regards the first offence the fine should be a small one and rising rapidly. Has your association passed any resolution as to the fines you would yourself suggest?—I am not quite clear on that. The Manchester District Committee have gone carefully, clause by clause, through this, and we have discussed it in our branch. We have four or five branches, and they have each had copies of this Bill before them, and I am speaking now of the opinions expressed by our members from time to time on this Bill, and the one that was issued prior to this.

364. Do I understand that you wish that these fines should be made more heavy, but you are not prepared to suggest exactly what the fines should be?—I would have 20*s.* for the first offence; 40*s.* for the second; and 5*l.*, the same as it stands, for the third. That is, we think, a minimum.

365. Then on Clause 7, have you any suggestions?—I have not. I have nothing to say until we come to page 4, defining what "closed" means; that is not open for the serving of any customer, and providing that nothing shall prevent them remaining an indefinite length of time after the shop is closed. I take that to be the tenor of the clause. Our opinion is that there should not be an unlimited time for customers to remain after the shops are closed; that in the third line the continuance in a shop, we say, should not be more than 30 minutes after the hour appointed for the closing thereof, of any customers. We are strongly of opinion that there should be a clause dealing with assistants when the shops are closed, that they should have the benefit which would accrue from this Act. There is nothing in this Bill that we can see that would benefit the assistants if the employers like to take advantage of it. They might support

Chairman—continued.

port a Closing Bill, but it would not necessarily mean the assistants getting out of the shop.

366. You would wish us to make it illegal to employ the assistants more than a certain time after the shop was closed?—Yes.

367. Do you think it would be practically possible to put such a clause into effect?—We think so.

368. I am afraid that it would be very often evaded and very difficult to enforce?—It would not. The time is limited in the Shop Hours Act, and the Workshops Act is at present in operation. There might be a limit the same for assistants as for the customers. My long experience was in a house of business, where we had 50 assistants, and when the clock struck the hour for closing the porter went and stood at the door and allowed anyone to go out and no one else to come in, and we had no difficulty in getting out within a few minutes of the time of closing.

369. Is there anything else you want to point out on page 4?—No, I do not know of anything in particular.

370. You think, on the whole, then, that this Bill, especially with the amendments you have suggested, would effect a considerable improvement in the condition of the assistants in your district?—That is the opinion that has been very readily expressed.

Viscount *Cranborne.*

371. Would you tell me about the condition of things in Manchester; is it the habit in all parts of the city to open and close about the same time now?—No; some close early and some keep open late.

372. Is that according to district or according to trade?—A good deal, according to district.

373. Could you name the districts?—In the central part of Manchester, Market-street, some portion of Deansgate, and St. Anne's-square, which is the west end of Manchester, the hours are shorter much than in the outlying districts.

374. You have made certain suggestions in reference to the alteration of this Bill. I understood you to say that all trades ought to stand and fall together on matters of closing?—I am of opinion that the hours should be made uniform.

375. Would you say that of all parts of Manchester too?—I say, the local authority should have power to carry out the wishes expressed by certain districts.

376. You have told us the centre of Manchester closes earlier than the outside?—Yes.

377. Supposing a majority of the traders in Manchester largely consisting of the traders in the centre came to the local authority, namely, the town council of the city, and said we desire to close all shops in Manchester earlier, and supposing they constituted the two-thirds majority, would you desire then that the whole of Manchester should close earlier at the wish of a portion?—We desire to get as short hours as possible for the assistants whom we represent.

378. So that it might happen that one district of Manchester might force early closing that was not wanted in another district?—I do not think so.

379. As a matter of fact, you say it would not happen, but it might happen?—I do not think so.

Viscount *Cranborne*—continued.

380. It might possibly happen. It might be that a certain district in the outlying part of Manchester was forced to close by the centre of Manchester at an hour which did not suit the wishes of traders and of the public; might not it be so?—It is possible. There was one very large trader who refused to adopt the Wednesday half-holiday, and we made a strong move some years ago, and he compromised the matter by allowing his assistants a day a month instead, and kept his shop open. That has prevented us from carrying out a Wednesday closing so far as his trade is concerned in that district.

381. Was that very unpopular amongst his assistants?—They were asked to approve of it; and if a requisition is got up in a house of business, and the men are asked whether they conform to it, those who do not agree with it know that their next business would be to find a fresh situation.

382. I do not think that is my experience of Lancashire people. They are very independent generally?—But shop assistants are not Lancashire people; only a very small proportion of them.

383. They come from elsewhere?—Yes.

384. At any rate, I understand that whatever a two-thirds majority of the traders of Manchester demanded you would leave the council of the city no alternative but to accept whatever they chose to suggest?—I take it that the essence of the Bill would be either an early closing or half a day a week. It would resolve itself into either an early closing measure or a weekly half-holiday measure, or both.

385. We have to look at the provisions of the Bill. You tell us what perhaps you rightly in Manchester estimate would be its special effect, but it might have a different effect in other districts and other towns to which the Bill might apply; and as I understand, it would be possible that the city council of Manchester would be compelled by a majority of two-thirds to close every shop in Manchester at six o'clock every evening. That is possible under the Bill?—It is not possible, because you would have to get the consent of two-thirds of the shopkeepers to that.

386. You leave no option to the city council whatever?—We say it is optional with the people to say, but it should be compulsory as far as the council is concerned to carry out the wishes of those who sign.

387. I do not want to argue the matter with you, but you do not think the city council ought to have a voice in it as representing the public?—Yes, I do. I am in favour of the whole voting power of the constituency being asked to settle this question themselves, outside of this Bill.

388. You know that the city council does represent the public, does it not?—Yes.

389. Therefore, after all, in matters of commerce, there are always two parties, the man who buys as well as the man who sells?—Yes.

390. And the whole of the buyers, and the sellers too, are represented on the city council; all the public?—Yes.

391. Surely they ought to have some voice in the arrangement?—Yes.

Viscount *Cranborne*—continued.

392. Have you realised that the amendment you have suggested to the Chairman would deprive the public of any voice whatever in it?—The Town Council have to carry out the wishes of the constituency on any question, if they get a mandate from the constituency.

393. But not only of a certain number of traders in the constituency; I only want to know whether you realise that what you are proposing is that a small portion of the citizens of Manchester, namely, two-thirds of the traders, have the power of dictating to the whole public of Manchester exactly when the shops ought to close within the limits of the Bill?—We are not responsible for this Bill, you must understand that, and we are not responsible for all that is in it, and we are not committed to all that is in it. Our principal idea is that the hours are far too long, and to get a remedy for it is our difficulty.

394. I think I understand that you really do not wish to be absolutely bound by the provisions of the Bill; that is the important point?—We are in favour of the Bill as a principle, and there are details in it which will have to be looked at.

395. And even with the amendment you have suggested you do not think it would be ideal?—I think it would be a great improvement on existing conditions.

396. I understood you fully realised that the citizens of Manchester apart from the traders ought to have a voice in this question?—Yes.

397. I do not think you have realised that by the amendment you have suggested to the Chairman by the insertion of "shall" instead of "may," the citizens of Manchester would be absolutely deprived of any voice whatever except the two-thirds of the traders who are a small minority of the citizens of Manchester, and I want to know whether your association have really considered that they were suggesting to Parliament to take away the voice of the citizens of Manchester, except a small minority of them, in the decision of this question, which is interesting to them all?—We know that the public are with us in principle, but not always in practice, they themselves advocate short hours of labour, but do not have always consideration for those they employ.

398. I am afraid that is a common difference between the principles of measures and the details of them; your view was that there ought to be some better provision to prevent the employment of the assistants or employés in the shops after the closing had taken place?—Yes; it could be met in two ways; either that they should come away at the time of closing, or that they should be paid overtime.

399. That is a great distinction?—Yes.

400. Anybody who comes from Lancashire knows what overtime means; it means that if kept longer they would be paid more; is that so?—Yes.

401. You are rather, perhaps, considering the pecuniary interests of the employés than their health?—We find that, as a matter of fact, their money is stopped for the time they are away from their work, and we are of opinion they ought to be paid for the time they put in over.

Viscount *Cranborne*—continued.

402. I do not know what system prevails in Manchester, but no doubt there is a *primâ facie* case of very great injustice in what you have said; I only wanted to know whether you realised that you have changed the issue from one of health to one of money?—No; we prefer the shorter hours.

403. You say if an employer keeps his men over the time he ought to pay them more?—Certainly.

404. You say the hours are very long already?—Yes.

405. Whether he pays them more or not and keeps them longer the hours would be still longer?—We say we should have the hours shortened, and if an employer wishes to extend them he should pay the men for the extension.

406. It will not do their health any good, if he pays them more?—Certainly not. We should not expect it would extend the hours from the existing ones.

407. I think I have made my point clear to you; you and other witnesses have come to Parliament to say that you want us to consider the health of shop employés, and that the hours are very long; that is a matter for us to consider, and there is a great deal to be said on that side even if there is a great deal to be said against it; but it is a different proposition if you are going to propose overtime, because overtime will increase the hours of labour?—With an Early Closing Bill it does not follow that the assistants get the benefit of it. The shops may be closed to-day at a reasonable hour and the assistants kept in after that time. I am not speaking of those shops which keep open the hours I have alluded to before, 9, 10, and 11 at night. Overtime in those certainly not, but overtime in those which close early who, to conciliate the public, give the shorter hours in the form of either half-a-day a week, or earlier at night, but not the men working to between 9 and 10 at night.

408. You would say to shops who close early, we will allow you, if you choose to pay for it, to work overtime after the shop closes?—It does exist at the present time.

409. But to shops who close late you would say, we will not let you work overtime?—I should say not.

410. You would introduce a provision, that where shops closed late, they should not be permitted to work overtime; but where shops close early, they should be permitted?—I am not in favour of overloading the Bill with a lot of conditions so that Parliament could say, we would not accept the Bill.

411. That introduces a great measure of complication into the Bill, if we deal with the hours that the shop is closed, and then consider the question of where overtime is to be allowed, and where it is not to be allowed, and that would overweight the Bill, would not it?—The question we have to consider is that the hours are very long, and if we get the hours of the shops shortened, we say the assistants ought to have the benefit of it. That is our contention.

412. You

Sir *Blundell Maple.*

412. You say that the closing of the shops would not necessarily mean less hours of labour for the employés by this Bill?—Yes.

413. Supposing a Bill is brought in limiting the hours of labour for assistants to 74 hours a week, would you prefer that Bill to a Bill closing the shop; a Bill for diminishing the hours of adult labour?—I should like to see the Bill before I expressed an opinion.

414. This is the Shop Hours Regulation Act which prevents the employment of young people under 18 years of age for longer than 74 hours a week?—Yes.

415. If that Bill is simply extended to men and women, would that or not more suit your purpose than the Bill for closing the shops?—If it would reduce the hours from what they are at the present time we should support it.

416. They would not be allowed to work more than 74 hours?—I have not the slightest doubt it would have the support of our members.

417. That would limit the hours of labour to 74 hours a week, whereas this Bill would not so limit them, because the men might be kept working overtime?—We are in hopes it will not be passed without some clause that the assistants should have the benefit of the closing.

418. You wish to have a clause introduced limiting the hours of men's labour per week?—Not necessarily limiting the hours of men's labour; but limiting the time that they shall stop after the shops are closed. The Bill provides for closing the shops, and I say the assistants should have the benefit of that closing, and not be kept in indefinitely.

419. You would get that at once by a Bill limiting the hours of labour without the closing of the shops?—For some classes the Bill you speak of might be of effect, but not for the whole class.

420. What class?—Restaurant assistants and a number of assistants.

421. They are exempt now?—Yes, from this Bill; but they would not be from a Shop Hours Act, or an Act for limiting the number of hours of those employés.

Mr. *Baldwin.*

422. I take it your experience has been chiefly gained in great towns?—I was the secretary of an association for the purpose of getting the half-holiday movement in Ashton-under-Lyne, which is town of 40,000 inhabitants.

423. You know nothing of small towns and country districts?—No.

Mr. *Frederick Frye.*

424. How many assistants do you think there are in Manchester; in the various trades in Manchester?—It has been variously stated from 5,000 to 10,000.

425. The members of your own association are about 600?—Yes, in Manchester.

426. In what particular trade are they chiefly engaged?—Grocery, drapery, and outfitting. Those are the chief trades.

427. That would be a small number out of the very large total number?—It is not a large number. We ourselves are the readiest to admit we have not a large proportion of the assistants, but it is a young organization, and the assistants have not yet realised the advantages that any organization would be to them.

Mr. *Frederick Frye*—continued.

428. They have not considered this question in the interests of the traders at all. They simply have considered it as to getting shorter hours of labour?—Yes.

429. Would not that vary very much in a town like Manchester, where there are many traders with small shops, and obliged to work longer hours?—I say they are not obliged to work longer hours.

430. Then you said that you do not think there would be any advantage in extending the Bill now in force making a law to work a certain number of hours per week. You told us many of those worked from seven to 11?—Yes.

431. How many hours would that be a week?—Not from 7 till 11; 8 to 9.30. These men put in 84 hours in the instances I gave you.

432. Would not it be a great advantage if they could work 74 hours instead of 83?—Yes.

433. Do not you think that would be likely to create less inconvenience to the general public?—How are you going to remedy the hours unless you close the shops. In a case of the kind I gave you the man has no one else; he has no help; he cannot be relieved from his shop without closing it, and we have scores of such instances in Manchester.

434. He is simply a small shopkeeper, and works in it himself, and his wife?—No, these are branch shops; there is one firm who has nearly 20 shops of this description in various parts of Manchester. These men are in as managers in these branches.

435. They simply work it with a man and a boy?—Yes.

436. They are the worst offenders?—This is a very large proportion.

Mr. *Cameron Corbett.*

437. You seem to attach some importance to the fact that the assistants do not necessarily leave when the shop is closed?—Yes.

438. I suppose your experience in Manchester has been very much what it has been elsewhere. If, by arrangement, a shop closed an hour earlier, practically the assistant gets away earlier. The time spent after the shop is closed would not be any longer if the shop was closed an hour earlier than it would be before. If an employé was kept an hour after the shop was closed he would be content still to be employed an hour after the shop was closed?—Yes.

439. So that practically it would work out in this way, that if the shop, by agreement, closes an hour earlier, the assistants practically get away an hour earlier than they used to?—We have not found that work out in practice. We have found a firm that has some 200 employés in Manchester which has conceded the weekly half-holiday, and those assistants practically have not received any benefit from that half-holiday, on account of their extending it to other days. They do not get any benefit from the

Mr. *Cameron Corbett*—continued.

Bank holidays for the same reason. They are expected to do the week's work in the same way as though there were no holiday.

440. I understand why you make that remark, and I can quite understand with regard to the weekly half-holiday; but supposing the hours of a particular shop on all the ordinary days of the week were made an hour earlier, would not the assistants get away quite an hour earlier if it was included in the Bill?—If it was included in the Bill; not without.

441. You believe that, on the whole, the only plan of dealing with the case of the assistants is to have a definite hour for the closing of the shops as part of the scheme?—Yes.

442. You believe, I presume, that if you merely had a limitation as to the hours the assistant would work there would be a great difficulty in the assistant proving his case and protecting himself?—Yes.

443. That, in fact, it would be a very difficult thing for an assistant to give evidence against his employers to prove he was employed beyond those hours?—Yes.

444. Therefore, whatever limitation you would suggest in addition, you think it necessary there should be a fixed hour for the closing of the shop?—We do.

Chairman.

445. Has your attention been called to the Report of the Shop Hours and Workshops Acts committee of the Corporation of Manchester?—Yes.

446. It is stated on page 8, by Inspector Rowe: "That in the centre of the city the shop hours proved to be within the prescribed limit, except in the case of tobacconists and confectioners, whose hours in many cases extend to 90 and upwards per week"?—It is.

447. Your experience confirms that?—I have proof positive of one of our own members, who replied to an advertisement in a Manchester paper for a situation, and she was answered that the hours of work were from 8.30 in the morning to 12 at night every night in the week, and from half-past 3 to 12 on Sundays, but the employer said with an occasional Sunday out.

448. Then Inspector Coppock reports that she has found female assistants not more than 19 years of age working in confectionery and sweet shops from 90 to 100 hours a week?—That is so.

449. That is this year; and then Inspector Tattersall says: "That among shopkeepers themselves, I believe, the general feeling is in favour of shorter hours than 74 being compulsory, irrespective of age or sex"?—That is so.

450. Is it not an advantage of this Bill over a a Bill which would limit the hours to 74, that you might reasonably hope under this Bill to get shorter hours than 12 hours a day?—Certainly.

451. From that point of view you would prefer the provisions of this Bill to a mere extension of the Shop Hours Regulation Act?—Yes.

Sir *Francis Powell.*

452. Do you consider that the same difficulties as to healthiness of occupation apply to every kind of shop. I have been on two previous Committees on this subject, and we had evidence of an important character as to the unhealthiness of such shops as drapers' affecting the lungs. Would you apply the same rule to a draper's shop as you would to a grocer's shop, where those mischiefs do not arise?—I think the sanitary laws at present in operation would deal with those. The sanitary committees of our corporations are prepared to deal with such matters.

453. My question is this: that if the different trades are unequal in healthiness as regards the shops from sanitary causes, would you apply the same rule to all shops, or adapt your rule to the circumstances of each occupation or class of occupation?—So far as the hours are concerned we would put them all on the same footing.

454. Then in what respect would you not treat them alike?—I cannot answer that question.

455. Do you think it would be possible, in a town such as Manchester, where so many working people live, to close the shops at six o'clock?—No, not at present.

456. Do you think it ever will be possible, within any reasonable time, where people are employed in industrial pursuits, to close the shops in a manufacturing district at six o'clock?—Probably not; not every day in the week.

457. You say that the hours have been extended on other days in order to make room for the Wednesday half-holiday?—That has been so.

458. To what extent has that been the case?—It has affected some hundreds of shop assistants in Manchester.

459. By how many hours?—They have practically had no benefit from what has been ostensibly to the public recognised as giving the assistants a half-holiday.

460. Do you put it as strongly as this, that what they have gained on Wednesday they have lost in detail on other days?—That is so.

461. Are the hours very long on Friday or Saturday in Manchester?—Yes, in many districts.

462. Are the hours not the same on all the days of the week?—No. I have the details here that show the results in Manchester. Monday and Tuesday, 8 o'clock; Wednesday, 1 o'clock; Thursday, 8 o'clock; Friday, 9.30 to 10; and Saturdays, 11. This is what we call an Early Closing Bill. In some portions of Manchester shorter hours than these prevail.

463. Do you know that amongst working people the Friday and Saturday are great shopping days?—Yes.

464. Because wages are probably paid on Friday or Saturday?—Yes. We know that large sums are spent in our co-operative stores, who set a great example, and the assistants in those stores work only 56 to 58 hours a week.

465. Looking at it from the customers' point of view; I have in my mind a workshop population; do you think it would be a great inconvenience to them to close at 9 o'clock on Friday and Saturday?—No, we say 9 o'clock on Friday, and 10 on Saturday, is late enough.

466. From your point of view doubtless, but I am speaking of the convenience of the class I have

Sir *Francis Powell*—continued.

have mentioned?—We are of opinion it will be no inconvenience to the public, the very lowest class.

Chairman.

467. Is it not the case that the Manchester Trade Council passed a resolution in favour of legislation a short time ago?—That is so, on the principle of this Bill. They have offered us support from time to time. I have the honour of being a member of that trades council, and they have always through their officers and members assisted us.

Sir *Francis Powell.*

468. What does the trade council consist of?—Representatives of recognised workers.

469. Trades unions?—Yes, 50,000 trade unionists are represented on this trades council.

470. May they be taken as representing the feelings of the working classes on a point like this?—Yes.

Chairman.

471. Was that resolution unanimous, or was there any opposition?—There was no amendment. It was an unanimous vote of the council, and I think it has been repeated, both before I was a member of it and since.

Sir *Francis Powell.*

472. When was it passed?—I think last year, and three years ago.

473. Then that represents the present opinion of the class?—Certainly.

Dr. *Farquharson.*

474. I think you told us that you had yourself served behind the counter?—Yes.

475. I believe you served in a shop in which the hours were very great?—Yes.

476. Did you feel any personal injury done to your health from those late hours?—I think so.

477. Can you state the experience of those who worked along with you, whether those late hours were injurious?—I know a girl who is employed in a shop in Manchester at the present time. My daughter was being served, and I have got it from her, and therefore it is second-hand evidence; but she was being served in this shop, and a customer made the remark to the girl, "You do not look well," and she said, "I feel very well, only I fainted half-a-dozen times on Sunday morning." That is in a shop where they have not got very long hours; but they work at high pressure the whole of the time.

Mr. *Tennant.*

478. You stated that you had a half-holiday in Manchester on Wednesday, beginning at one o'clock?—Yes.

479. Is that done by a voluntary system?—Yes.

480. I thought it was not, because you said you thought voluntaryism had not done any useful work in the past?—The voluntary Wednesday closing is only of a partial character.

481. It does not apply to all parts?—No.

482. As regards Manchester, supposing this Bill became an Act of Parliament, you would

Mr. *Tennant*—continued.

have to divide Manchester into parts of a district; do you consider there would be any difficulty in that?—There is bound to be difficulty.

483. You know, in London, that is one of the great difficulties?—Yes.

484. Do you anticipate difficulties in Manchester?—Yes.

485. Supposing you have a street dividing a district, one side of a street, such as Oxford-street, being in Marylebone, and the other side being in St. George's, Hanover-square. Supposing the grocers agreed to shut up on one side, and they did not on the other?—There would be bound to be a difficulty.

486. You admit that is a great difficulty?—Yes.

487. Has your association come to any conclusion as to how they would meet that difficulty?—I cannot say that it has.

488. With regard to the classification of trades, you are familiar with this Bill?—Yes.

489. If there is any difficulty arises by Clause 4, it is to be referred to the central authority?—Yes.

490. Do you anticipate that there will be many difficulties of that sort; that the central authority will constantly be called upon to decide difficulties?—We do not anticipate it.

491. You know of some shops, such as these very eating-houses that we have had brought before us, where cooked provisions are sold, and in such a place as that, no doubt, they sell bread, but it is not a baker's. Supposing the bakers all agree to shut up their shops. Do you think that will apply to places that would be exempted otherwise?—We think so.

492. You do not anticipate there will be difficulties in such a way as I have described?—We think not, no difficulties that could not be overcome by this Bill.

493. They can be overcome by applying to a central authority?—Yes.

494. That is the way you think it would be overcome?—I should say so.

495. Am I right in understanding that in your opinion it would be advisable, one trade agreeing to close their shops at an early hour, should make it binding on all other trades?—No; my feeling in the matter was that the agitation or the work for the carrying this out, because we shall have a great deal of work if this Bill is passed to-day, would have no result until the Act is put into operation, and our portion of the work would be in getting it, so far as each trade is concerned, uniform. We do not anticipate we should have any more difficulties with one class of traders than another.

496. Supposing the grocers agreed to close, and the butchers did not, do you think the fact that the grocers have made the agreement should make it imperative that the butchers and the bakers, and everybody else should close?—We are of opinion it should be made general.

497. You would not take a census of the various shopkeepers by trades. You would not limit them to their own individual trade, but you would rather take a census of the whole of the shopkeepers in the district?—Yes.

498. With regard to meal hours, what amount

Mr. *Tennant*—continued.

of time is it customary in Manchester to give to shop assistants for dinner?—Different customs prevail. In some business houses they live out, and in other business houses they live in. Where they live in, 30 minutes is the usual time allowed for dinner or for tea.

499. Thirty minutes for each?—Yes.

500. If they live out they get an hour, or not so much?—About an hour is usual, I think.

Sir *Blundell Maple.*

501. Might I intervene for a moment to explain the reason for the half hour. It might be convenient to the Committee. In a retail shop it is impossible for all the assistants to leave the shop at the same time?—Yes.

502. And, therefore, the plan is generally that one-third of the shop assistants leave at a time?—They have what they call first parties and second parties.

503. And sometimes third parties?—Yes.

504. Then, by taking the half-hour at a time, you get the whole dinner time spread over an hour and a-half?—In some of the places they start dinner at half-past ten.

Viscount *Cranborne.*

505. How long do they go on?—They divide them into parties until they have all dined.

Sir *Blundell Maple.*

506. I have heard of them starting at half-past 12?—It was an assistant who told me that was the time.

Mr. *Frederick Frye.*

507. What time do they breakfast?—Before business.

508. But what time in the morning?—In this particular house they do not start before half-past eight.

Mr. *Tennant.*

509. You said that you thought there would be no difficulty in seeing that the assistants got away from the shop within a reasonable time, say a quarter of an hour or half an hour after the shutters were shut. Who would you make responsible for that; you know perfectly well that in many cases they do stay much longer than that?—Yes.

510. In order to prevent an evil of that kind you must have somebody to go and inspect; you must have a person who answers to what we have in the administration of the Factory Acts, inspectors?—Yes.

511. To whom would you give the power of entry after the shutters were up?—We have shop hours inspectors under the present Shop Hours Act.

512. You would add to the number then?—Yes, I would add to the number. Two of our own members have been elected to that position by the city council.

513. They are the servants of your association?—No, of the corporation. They were members of our association previous to their appointment.

Mr. George Sutherland, called in; and Examined.

Chairman.

514. You represent the North Western Shopkeepers' Association of Glasgow?—Yes.

515. Are you chairman of it?—Yes.

516. And you are also deputed, I think, to speak for another grocers' association?—The south-eastern expected to have been cited, and they had appointed one or two of their number to come here, but not having been cited to come, the president asked me if I would emphasise that they were generally in favour of this Bill.

517. Then you are deputed to represent both those associations in Glasgow?—Yes.

518. They are mainly in the grocery trade?—Grocery and provisions.

519. Do they cover the whole of Glasgow?—No.

520. How many are there; I understand there is a north-western and a south-eastern; are there two other associations?—There are other associations, but more or less rather suspended in their work. They are not very active.

521. And those two societies are the principal societies representing the grocery and provision trades of Glasgow?—Yes, the principal active societies.

522. How long have they been in existence?—The society I represent has been continuously in

Chairman—continued.

existence, with more or less vigour for over 30 years.

523. And the other society, the south-eastern?—The south-eastern is younger; I am not so conversant with its history.

524. Are they really representative societies of the trade; have they a considerable number of members?—Our is really representative in the north-west. We have districts and district collectors who collect once a year, and a subscription counts for membership. There are very few exceptions of the traders in the north-west but what subscribe to the association.

525. And the great majority of the traders belong to this association?—Yes.

526. It is a traders' association, and not an assistants' association?—Not an assistants' association in any sense.

527. Therefore, you speak for the trade in that particular department of business?—Decidedly.

528. Is it the opinion of your association that the hours at present are unduly and unnecessarily long in business in Glasgow?—Yes.

529. You would be glad to see them shortened?—Yes; we have made many efforts during those years I have spoken of to shorten them, and those efforts have, perhaps, for a month or so, been fairly observed; but with new openings they

Chairman—continued.

they drift away again, and back to the old absurdly late hours.

530. You do not find much progress has at present been made towards shortening the hours?—Not in our trade. Probably in some districts there has been progress made, but in almost all districts there are parts of the districts where the hours that have been agreed on amongst themselves voluntarily have been broken.

531. Would you tell the Committee approximately what the hours are at present in your business?—From 7.30 to 8.30 is the general hour.

532. Every day?—Every day; Saturdays, of course, excepted.

533. What are they on Saturdays?—There is no observable hour really for closing on Saturdays. In a good many localities they only close at 12 o'clock. Twelve o'clock midnight in a working-class locality is a general hour; and in some districts, owing to the public-houses not closing till 11, there is a considerable amount of business done between 11 and 12.

534. Do you think there is much prospect of getting a more reasonable state of things by voluntary action?—No, I see no future for further voluntary action. It is five years since we made an effort in the north-west, and got the general assent. I think the dissentients were only three to an eight o'clock hour, and those three in keeping open in one case led to a riot on a small scale, because the assistants tried to coerce these refractory members of our trade to close by crowding in front, and it led to some arrests being made; but it did not cure the difficulty, and in that district we are now nine o'clock.

535. Do I understand all the members of your Association, with the exception of three, were anxious for shorter hours, and that the three kept the whole number open?—Yes, three, within my memory, refused to accede to the eight o'clock hour.

536. Therefore, the great majority of your members are in favour of some legislation?—There are barely any exceptions to compulsory hours.

537. I think I saw in one of the trade journals you had a meeting at which a resolution was moved and seconded in support of this Bill, and that there was an amendment moved which did not even get a seconder?—Yes; one member of our Association, a licensed grocer, moved an amendment, but found no seconder, even though there were several licensed grocers present.

538. Can you tell the Committee what the feeling is of the South Eastern Association?—There is almost no exception in the South Eastern in favour of this Bill.

539. Then I am right in supposing that you have had the main provisions of the Bill before you?—Yes. We called a public meeting in the north-west for two purposes, and one of them was for the special purpose of considering this Early Closing Bill to which your name is attached, and the Bill was fully explained in its various clauses.

540. And approved?—And approved.

541. In the main features we may take it your

Chairman—continued.

Association and the South Eastern Association approved of the Early Closing Bill?—Yes.

542. The Committee would be glad to hear any suggestion you have to make with reference to any point in which you think it might be improved?—That was just our difficulty that we found; it was rather the question whether or not a district included the whole city, because it says, "If an application in writing is served on the local authority of any district praying that, as regards all shops, or any class of shops, within the district," and so on. When you come to the definition, we thought the district might mean Glasgow, and we are afraid that if you mean the whole city there is not any organisation in the whole city. We have what you might call districts of the city which would form districts, but I think the general idea was that our municipal wards would be a very good definition of a district.

543. You will observe in Clause 1, "The district or any part of the district," and therefore the municipal wards would constitute themselves districts?—Yes, if that is so; but when we came to the definition clause of what a district meant, it was a district over which the local authority had power, and we rather thought that the one stultified the other. If that is clear that is all right. We were divided in our opinion in interpreting the clauses.

544. That was the intention of the draughtsmen?—If that is the intention I am quite satisfied, because we can have it in districts.

545. Have you any other remark to make upon it?—We recognise the difficulty of the definition of trades as being a matter that has given rise to considerable difficulty and cross-examination with regard to where the demarcation comes in as to what constitutes the classification of a trade. We recognise the difficulty, and would like clearness so that this Bill might not, like many other Bills, fail for want of being put into operation. There is just one section of the Bill that might afford to be more clear. We really feel that in certain districts they might want to insist that so-and-so was a grocer, because he happened to sell one article a grocer sold, and we ourselves do not recognise him as a grocer, and would never include him; but it would lead to that, and we feel a difficulty there with regard to classification. It was our secretary who was asked to come who raised the question; but I have not thought it out.

546. If any question of that kind arose the Secretary of State for Scotland would have absolute power to determine the question?—If that was so.

547. You have no particular suggestion?—No, we approve of the scope of the Bill. It gives us what we consider the main object, that is we approve of it very much in this sense that it is a purely local option Bill, and then that it is left with the individual classes of traders themselves to regulate the hours, and that it is not the local authority or any other power outside of ourselves that is to regulate our hours; but those interested in the trade and who have their living to make by the trade, and who want

Chairman—continued.

to regulate those hours best for everyone concerned in the trade.

548. So far as your Association is concerned, you would like, at any rate, to have the opportunity of trying to shorten your hours by means of trying some such Bill as this?—Very much.

Viscount *Cranborne.*

549. Will you tell me how large the Association which you represent is. What is the membership?—The contributing membership is between 200 and 300. We really recognise the shopkeepers in the district as being members. The only thing that determines our rule is just this: that we do not require much money for carrying on the Association. The issue of closing bills for holidays and things of that sort is the principal expenditure. What I say might be questioned in this sense, but we can show by our rules the number of members who have contributed during the last year or two exceed 200.

550. You have told the Chairman that your hours are, as I gather, 13 hours a day, 7.30 to 1.30, except Saturdays?—Yes.

551. When it runs to 12 o'clock?—Yes.

552. Can you give the Committee any idea why the shops are open so late at 8.30?—The only barrier to our closing earlier is just the option that any man has of what I might call "playing the pirate" on the trade, insisting on keeping open after others are closed.

553. Why does he insist?—For personal profit.

554. In point of fact he gets a larger number of customers after the early hour?—Decidedly.

555. I want to treat you quite fairly in this matter, and I have an open mind. Why do the public desire to use the services of shops late at night in that way in Glasgow?—I would answer that question generally, that the public are thoughtless. It is want of consideration for those who serve them.

556. I suppose the public are occupied during a great part of the day, and are not able to transact their business?—No, there is no necessity. I do not admit any necessity on the part of the public to shop at the late hour, but I admit the habit.

557. Take Saturday. Why does it go on later on Saturday than any other days?—Just pure force of custom.

558. I suppose in point of fact it is a convenience to the public that the shops should be open late?—It is a convenience in this sense if you consider it necessary. A great many people on Saturday go away and do their holiday, and afterwards come back and do their shopping. In that sense it is a convenience.

559. And very proper that they should?—But on the other hand, if the working-men who are clamouring for shorter hours themselves would consider assistants' hours and do their purchasing earlier it is quite within their power. You may take it that we as traders would never think of proposing an hour that would inconvenience our customers.

560. Would you tell me about these hours

Viscount *Cranborne*—continued.

from 7.30 to 8.30; I suppose there are the slack times and active times during the day?—Yes.

561. What would you call the active times of sale in your business?—We are very busy in the morning up to perhaps half-past 9 until after the breakfast hour.

562. Why does it stop then?—People then are preparing for cooking their dinner and doing the forenoon work.

563. You customers are occupied after that and cannot shop?—It is not a question of cannot shop; they have shopped already.

564. Then it goes on, and it is perfectly slack till when?—That varies with localities.

565. I am speaking of the locality you know?—In our north-western district we have varieties of hours for closing in this sense, that the difference in your neighbours creates a difference in the way of keeping open.

566. Take a case that you gave me as a general case. Shops open at 7.30 and close at 8.30. You have told me most candidly that 7.30 to 8.30 is an active time. Then there is a slack time. How long does that last?—That is perhaps till 12 o'clock, then for an hour and a-half we are fairly busy, and until approaching the dinner hour. Two o'clock is the general workman's dinner hour.

567. Is it because people buy provisions immediately at the time of the meals?—Not at the time of the meals. A proportion of the people must generally purchase the things they are in immediate need of.

568. That is the time they are in need of them?—Yes.

569. Or is it that they are occupied up to this time?—It is the time they do their shopping. You may take it they are occupied with household duties.

570. After the middle of the day is there another slack time?—Probably till 4 o'clock. From 4 on to 7 or 8 we are fairly busy.

571. I suppose you may say without exaggeration that the real thing is that it so happens by habit or custom, or whatever it is people are otherwise occupied during the hours when the trade is slack, and they have by long habit devoted these particular hours, namely, the hour in the morning and an hour and a-half about the middle of the day, and two or three hours at night to the business of shopping?—That is so.

572. When your speak of hours, of course you have told me very candidly that there are active times and slack times. During the slack time, I suppose, practically speaking, very little work is going on in the shop?—That differs in different districts. In the West End district after the forenoon orders are out there is very little doing up to perhaps five in the evening. The people are then purchasing things for the supper or breakfast.

573. The employés are not hard worked during that time?—No, I do not think the work at our counter could be called at any time hard work.

574. So that it would be the greatest possible mistake to compare the 13 hours, from 7.30 to 8.30, to the hours spent in a factory?—There is no comparison.

575. None whatever?—None.

576. Ten

Viscount *Cranborne*—continued.

576. Ten hours is the ordinary time in a factory; I think you have a great many cotton mills in Glasgow?—I am sorry they are decreasing.

577. The operatives work for 10 hours a day, and that is 10 hours' real hard work?—Yes.

578. Much harder than your thirteen hours?—Yes.

579. I can conceive a great many grounds, some reasonable and some unreasonable, but on what grounds do persons you represent desire to shorten the hours?—They desire to shorten the hours, you may take it, out of consideration for our assistants, because though you may say the closing time is 8.30 there are districts where the hour is 9.30.

580. Take an average district, because it is easier to discuss?—There are districts where it is 9.30, and young fellows have to go home for supper after that hour. They cannot get to what you would call healthy amusement earlier than that. There is a tendency to drive them rather into amusements that they would be better without at a later hour. An earlier hour would give a healthier occupation for the evening. That is one particular ground in which I am in favour of it.

581. In fact, what you say is that they get home so late that they devote themselves to relaxation of a less profitable kind than they otherwise would do if they got home earlier?—Yes. It would be much more healthy and beneficial to have an earlier hour. It is a long grind, though not hard work, hanging on on one's feet for thirteen hours every day.

582. There was some evidence before this Committee that the considerations were not merely considerations of health, but also considerations of economy. Do the drapers put forward considerations of economy as reasons?—I do not think there is much in the question of economy. I grant you that with a compulsory hour when all the traders of one class are on equal terms, we should do the same amount of trade within the shorter hours that we do in the longer hours. The economy would take place in the winter time in the paltry economy of gas. That is about the only economy you can really bring in as pure economy that you could put down in figures.

583. You think in the shorter hours you would do as much trade as in the longer hours?—Decidedly; we have proved that by fact under the voluntary efforts when we have had the shorter hours; and although it lasted for some months we had no loss in drawings; the cash turnover was as good; and it lasted till either some one broke away, or some new start went into the later hours.

584. You represent grocers, do not you?—Yes.

585. They, to a large extent, supply necessaries?—Yes.

586. You have no special knowledge, I suppose, but you would not extend the same argument to shops which supply what may be called luxuries. My point is this, that the wares you supply people must get?—Yes.

Viscount *Cranborne*—continued.

587. And therefore if they cannot get them at 8.30 they will get them at 7.30?—Yes.

588. That would not apply to everything?—Do you use the term "luxuries" to refer to refreshments?

589. To hundreds of things: ribbons and jewellery?—You quite understand that what we consider the admirable effect of this Bill is that it does not give the grocers the power to close the drapers, or the drapers to close any one else; that it leaves each trade to study its own interest.

590. You would resist the idea that the drapers may close the grocers, or the grocers the drapers?—Yes, unless provided for properly.

591. Then you would take the other view?—I would consider if you wished to monopolise other trades, you must come under the rules of that trade.

Sir *Blundell Maple.*

592. You have studied this Bill thoroughly, have not you?—Yes, I think I have.

593. And the great question, I think you said just now, on which you do not agree with the Bill is the question of the districts and the classification?—Well, I would like them better defined. Sir John has cleared my mind as to what I thought was not quite explicit with reference to the first clause, and then the definition that it does mean that the local authorities should put the Bill in operation in sections or words—clearly defined words.

594. But the question of districts merely must strike you as being peculiar. What districts, for instance, would you have in Glasgow; how would you divide Glasgow up?—I think the best definition is to take a municipal ward for working purposes; that is, a ward represented by three councillors. It is what you might call a parish, or you would call it in London a vestry.

595. One ward might decide to close at one time and the other wards decide to remain open later?—Decidedly.

596. Then one side of a street might be open later than the other side of a street?—Yes.

597. Do not you see the difficulty in that?—The difficulty would be but of short duration. There would be the force of example. If one district decides to close voluntarily, where they get the general assent of their neighbours, and put it in operation, it has the invariable effect that the other district also moves for the same thing.

598. In fact the voluntary action succeeds?—The voluntary action succeeds for a time, but it always fails ultimately, because of the process I have described.

599. Then with regard to the question of the classification of trades?—I acknowledge there is a difficulty there, and I would like to see a clearer definition.

600. How could you have a clearer definition with reference to shops selling different things. Surely you have some shops in Glasgow that keep all sorts of different stores, have you not?—There are shops of a general nature.

601. How would any authority be able to classify any of those shops, as to which classification they would come under?—I admit there is a difficulty, and that the Bill ought to be a little more explicit on that.

Sir *Blundell Maple*—continued.

602. Supposing, with your knowledge, you had the whole weight of deciding placed on your shoulders, how should you define one of these stores as belonging to any particular class of trade?—There is no question but what each trader designates himself by a trade.

603. But these stores that keep everything?—Take, for instance, what you would call a greengrocer or fruiterer. I choose to sell fruit in my grocery shop. I consider that if I persist in keeping open if the fruiterer decided to close, he could say: "This man must close, because he sells fruit." I concede the point from my own standpoint, but I can feel a hardship in applying it to others.

604. Take a store that keeps butcher's meat, and then the butchers decide to close one day, and another day the grocers decide to close, and another day the drapers decide to close, and this store has all these different departments?—They would have the option of closing. You are referring to the half-holiday?

605. No, to every day?—If he came under the classification, then, under this present Bill, if he sold beef, and the butchers decided to close at a certain hour, no matter what else he sold, he would have to close, without any hardship.

606. By Clause 5 it is provided, with regard to the closing of a shop where two or more trades are carried on, that the shop is to be closed for all other trades if it is to be closed for one?—Yes.

607. You see no difficulty in that?—There is a difficulty, but if a man chooses to be a general trader, then I think that there is little hardship on him in being compelled to accede to the hours of the trade in which he chooses to deal and make money.

608. This Bill provides a limit. You cannot close a shop earlier than 6 o'clock, but if the bakers decide to close on Monday at 6 o'clock, and the butchers on Tuesday at 6 o'clock?—They cannot do that. They must close every night at the same hour.

609. No, any particular trade can close at any particular time?—Yes, I beg your pardon, that is so. Then the store-keeper would have to close at the earliest hour of any trade that was carried on, or else give up that kind of trade.

Chairman.

610. That would not be earlier than 6 o'clock?—That would not be earlier than 6 o'clock; and if a man wishes to be a monopoliser of all trades he must come under the law.

Sir *Blundell Maple.*

611. It might be 1 o'clock on one day in the week?—Nobody has made reference to the half-holiday yet.

612. Supposing that the bakers close at 1 o'clock on the Monday, and the butchers at 2 o'clock on the Tuesday, and the drapers at 2 o'clock on the Wednesday, and other trades on other days in the week, this shop that dealt in all these things would have to close at 1 o'clock?—On one day.

613. On every day?—We cannot read absurdity into the Bill.

Sir *Blundell Maple*—continued.

614. But by the Bill?—You would hardly allow the local authority to commit an absurdity.

615. The Bill provides that if any particular kind of trade decides to close at any particular hour on any particular day, that shop must be closed at that time on that day?—They petition the local authority to grant this law. The local authority "may," and surely no local authority would.

616. But supposing the local authority decide that the bakers close at one o'clock on Monday. By Clause 5 that store shop would have to be closed at 1 o'clock on Monday. Then, the butchers closing on Tuesdays at 1 o'clock, Clause 5 would make that shop close on Tuesday at 1 o'clock, and so on throughout the week?—That is reading an absurdity into the Bill, and common-sense must be allowed to have play.

Chairman.

617. The common sense of the local authority?—Yes, the common sense of the local authority.

Mr. *Tennant.*

618. Might I ask if Sub-section 2 of Clause 1 does not make that clear: "Save as aforesaid shall not on any day be earlier than 6 o'clock"?—Any one day.

619. Any one specified day of the week shall not be earlier than 1 o'clock, but: "Save as aforesaid, shall not on any day be earlier than 6 o'clock in the evening." Does not that mean only one day?—Yes, I should say so.

Sir *Blundell Maple.*

620. It is a convenience to different trades to close on different days?—Yes.

621. Furniture shops and large drapers would close on a Saturday, but provision shops would not close on a Saturday?—No.

622. And butchers on Monday. That is their day, is it not?—Yes.

Viscount *Cranborne.*

623. Is that the custom in Glasgow?—We have no half-holiday in Glasgow.

624. Under no circumstances?—Under no circumstances except the co-operatives. They set us a good example there, and their customers, according to the argument of inconvenience, suffer all that inconvenience or annoyance.

Sir *Blundell Maple.*

625. You are aware of the fact that it is done throughout England?—Yes, and in country districts in Scotland. With reference to the treatment of our assistants, the general custom in Glasgow—it is my custom, and I have a large number of branches—is to give a full week's holiday in the summer. We have a list of holidays for our assistants.

Viscount *Cranborne.*

626. I do not think that was my hon. friend's point. If I may venture to intervene, is it the case that in the country districts in Scotland outside Glasgow the half-holiday is given?—In a great many districts that is general.

627. Is the half-holiday always the same in every

Viscount *Cranborne*—continued.

every trade?—Yes, that is so. The village decides on a day.

628. I was not speaking of a village, but of a town; Glasgow is a great city?—If I may give an illustration of a town, Ayr has a half-holiday, and Kilmarnock a half-holiday and Coatbridge.

629. For all trades?—Yes. All trades close on the one day.

Sir *Blundell Maple.*

630. But in Edinburgh some large shops close on Saturday, and some on other days in the week?—Certain shops in Princes-street close, but it is not a general half-holiday.

Mr. *Diamond.*

631. Why do they close on Saturdays; is it that they have a class of customers who do not care for shopping late in the evening?—I fancy that is the reason.

632. And there will be no trade on Saturday evening in their shops, practically; is that the effect in the better class shops?—I am sure that if the shops that closed kept open they would do trade, but those are large firms that act independently of the others and do not allow themselves to be influenced by the general trade. They decide to close and close independently. Edinburgh I know only casually, and I cannot enter minutely into Edinburgh's habits.

633. The question was asked you whether there was much doing in the shop when the people were not buying their goods; is it not a fact that the assistants in most of these places find their time filled up when the customers are not in, even in the grocery business, by doing the packing up?—We have no idle time whatever.

634. That is to say, that when you are not fishing you are mending your nets?—Exactly.

635. So that, what is called, or has been called by the noble Lord, the slack time in the shop, is not really an idle time for the assistants?—Not at all.

636. They are then preparing the goods for the rush that will come later on?—And then when we have a number of windows each day in the week those have to be dressed, and the whole of the work of the place is going on, perhaps it may be even harder work than if they are at the counter.

637. I understood you to say that your desire for shorter hours was that the assistants should have some kind of reasonable recreation; I suppose the complaint is with them now that with a large number of cases it is from bed into the shop, and from the shop into bed; that really the hours are such that they have no reasonable time from morning to night to take any recreation or out-door recreation?—Yes. I have suffered myself, in my early days, from the same habit; and we have the same thing at work to-day. My rule to every manager is that his hour of closing is eight o'clock; he is not compelled by me to keep open a minute later than eight o'clock; but, by the force of circumstances, he follows his neighbour. He will not, even for his own sake, close, and he keeps his hands with him until the hour he chooses to close the shop.

638. When the shops are really closed, is it

Mr. *Diamond*—continued.

always the case that the assistants get away?—There will be exceptions to that.

639. That is to say, the shop is closed, but the assistants are inside working away at the business, and, for all practical purposes, the shop might be just as well open?—There are exceptions to that in the city.

640. That is not extravagant?—It is much less general now than I once knew it. Assistants are not now so plentiful as they once were.

641. Can you tell me whether in the larger shops where they do close earlier this habit of keeping the assistants at work after closing is not much more common than it is in the smaller shops; have you any knowledge of your own to enable you to say?—I should be surprised, speaking of my own trade, if there are a score of shops in Glasgow, the hour for closing being so late where the work is not practically done then because they are hanging on burning gas, and the work is being pushed off to the late hour and the door is not closed till the work is done, and if customers come in good and well.

642. You are speaking of grocers?—Yes.

643. Is it not a serious complaint with assistants in the large drapery places that they have to remain in after the shops are closed?—I have not heard of one in Glasgow.

644. There has been some talk about the hardship of classification; would you give a tradesman who had more than one business an option of determining under what trade he would desire to be classified?—I think that is about the best suggestion as to classification.

645. Let him choose his own classification?—Yes.

646. And then can it be said you would do him a grave injustice if you kept him up to the trade he chose?—That is what I think is the best.

Viscount *Cranborne.*

647. Would not that produce a very obvious difficulty, that if he is partly a grocer and partly a butcher, and he elected to be a butcher for the purpose of this Act, he would have an advantage over all the other grocers in the district, inasmuch as he would be able to keep open to a different hour than the grocers?—If he had an advantage in that, he would have to fall in with the butchers.

648. He would be on an equality with the butchers, but at an advantage as compared with the grocers?—I think if we got each trade to choose one night in the week, we should forgive him that advantage.

Mr. *Diamond.*

649. You think that it would not be possible to get a perfect Bill that will cover every detail of this sort?—No.

650. You aim at getting a general benefit?—Yes.

651. And you think the mischief arising from such a case as the noble Lord has put is not at all to be compared with the present grievance of the whole body of shop assistants?—We are willing to forgo slight advantages for the sake of the general good which we attain by this Bill.

652. I think it was said that the traders in luxuries,

Mr. *Diamond*—continued.

that is to say, in jewellery, and things of that sort, and I think the noble Lord said that ribbons were luxuries, keep open later. Is it your experience that that class of tradesmen do keep open long hours?—In leading thoroughfares, such as our Argyle-street, there are a considerable number of shops that have a passing trade.

653. Whereas in a street like Buchanan-street they are closed early?—At an early hour.

654. Is there anybody to represent the assistants in public houses?—No, they are excluded by the Bill. We, of course, in this Bill, include grocers.

655. There is a matter that one would like to bring out, and that is whether, the licensed grocers being subject to the Bill and the public-houses having an exemption, there is any suggestion you have to make to meet what is an obvious difficulty?—I stated at the public meeting, because a licensed grocer had objected to the Bill, that, putting myself in the position of a licensed grocer who has already to trade under legal restrictions, I would be quite in favour of a licensed grocer being exempt from the sale of liquors; that is, that he would come under the obligation not to sell anything but liquors up to his licensed hour.

656. You would permit the premises to be opened, and the assistants would be there. That would clearly prejudice, and in fact it would nullify the object of the Bill, because if the assistants were to be there for the purpose of supplying liquors, they would not have the shorter hours?—No; but you must take it that at the present time the force of supply and demand of assistants compel those who employ them to concede to their assistants that which is general in their trades; that is done.

657. You did say that, so far as your knowledge went, the half-holiday, when it was adopted in a town, included all the trades in that town?—I speak generally, I might be contradicted on that; drapers, butchers, grocers, all classes in certain towns that I know.

658. And on the same day?—And on the same day.

659. You spoke of the co-operative stores; in Glasgow have you any knowledge of how many people deal at the co-operative stores?—In the north-west, the district with which I am acquainted, the co-operative stores have gained considerable impetus of recent years, and I should be very surprised if their customers were under 30,000.

660. In Glasgow?—In the north-west of Glasgow.

661. And these customers are the average members of the community, the working classes generally?—Yes.

662. And yet they in practice carry out the shorter hours and their half-holiday?—Yes. They close at 7 p.m. and two on Wednesdays.

663. I think that is an adequate answer to the objection that if all the shops were closing early it would be a great inconvenience to customers, seeing that such a large body of the general public deal at shops where already these shorter hours really have been in force?—I speak with a life-long experience of between 30 and 40 years behind the counter in Glasgow and in the country in Scotland, and my decided conviction, based on that experience, is that no inconvenience is felt by the customers through the earlier closing of the shops.

Mr. *Diamond*—continued.

664. You think that the present habit of late shopping really is more a matter of habit than of necessity?—Yes. If one keeps open late it just conduces to and encourages late shopping.

Mr. *Frederick Frye.*

665. As you know, by the Schedule of the Bill a certain number of trades are exempt. For instance, chemists are allowed to keep open. The chemists of the present day sell all kinds of things. Would you prohibit them selling articles such as are sold by other trades, or confine them simply to dispensing medicines?—Well, for the sake of meeting the objection that has been urged of the inconvenience of not getting an article which is wanted, or that you are forced to buy, or of necessity must buy, I would be quite in favour of exempting the chemists altogether. It would be an infinitesimal demand after all. I would be quite prepared, unless the chemists wanted it, to exempt them from this Bill altogether.

666. You have said there are many stores that sell everything, meat, groceries, and drapery, and also dispense medicines. Would you allow those stores to keep open in order to be in competition with the chemists?—They would not classify themselves as chemists. Those are all men generally of spirit, and sometimes above seeking to evade an Act by calling themselves a trade that would not claim them, though they sold patent medicines. I myself sell patent medicines, but I should not call myself a chemist.

667. Public-houses are scheduled under this Bill, and there are, as you know, a number of people who hold what are called off-licenses, and sell beer and so on, to poor people to consume at their own homes?—Yes.

668. Do not you think it would be a hardship to shut up these places, and let the public-houses be open to a late hour?—I have said that we are dealing with a trade that is already under legislative enactment, and its hours are restricted by legislation, and to meet the objection I was personally urged at our meeting, and said that I would urge here, that licensed grocers (those holding a license) should be allowed to sell that for which they were licensed, but prohibited from selling grocery; allowed to sell liquors at the later hour. The obvious purpose of this Act is to benefit assistants. Consequently the only protection which the assistants in those licensed places would have would be the force of employment. They would very likely desire to leave a licensed grocer, and he would be left to an inferior class of assistant, and to find inferior assistants to do his work, because we find that assistants are not nearly so plentiful as what they used to be.

669. These traders who hold these licenses are licensed exactly the same as a public-house. Their hours of closing are the same, and they are not

Mr. *Frederick Frye*—continued.

not allowed to sell after a certain time. You think it would be a hardship, and you would except those traders from the Bill?—Yes, I would schedule them from the Bill, but exclude them from selling anything but that for which they are licensed.

Mr. *Cameron Corbett.*

670. You mentioned that some three shopkeepers prevented the early closing movement from being carried out?—In the north-west of Glasgow.

671. Am I right in understanding that the reason why a small minority like that can prevent the movement is, not that the other shopkeepers are jealous of the amount of business done at the late hour, but because the men who keep open late take away the permanent customers of the other shopkeepers, and do them a permanent injury in that way; that if a man has been in the habit of supplying a regular customer for years, some time comes when he is closed and the other man is open, and the customer goes to the other man, and the early closing man loses his customer permanently?—The inference would be that if he had laid himself out to give this stranger a special inducement for coming in he might so get a permanent customer who had been another man's customer.

672. I think I am justified in saying that that would be one of the main objections of the main body to having two or three men open after they were closed?—Yes. What you find is that, of course, if one man is blazing away open, and probably some other man feels that the day's turnover has been less than usual, he wants, perhaps, to attribute it to his closing early, and is, perhaps, inclined to hold on a little later to see if the thing can be met, and then they drag on for ten minutes that night, and a quarter of an hour the next, and so they go on from eight o'clock to 10 o'clock again.

Sir *Francis Powell.*

673. What is the class of population in the north-west district, of which you know most?—The north-west district of Glasgow might be described, taking the one section of it, entirely as just a purely artisan working and labouring class.

674. Then having regard, not to the imaginary wants, but to the real wants, of such a population, what should you say would be the earliest hour at which shops should be closed?—I myself think it would be impracticable to close earlier than seven o'clock. That is to say, my own impression is that we would inconvenience the working classes if we closed earlier than seven o'clock. I am quite willing to close if the general bulk of my fellow traders so desire, and I should not oppose the closing at the earlier hour, but I myself think that seven o'clock is a decidedly good hour, and we should be heartily glad if we could get uniform closing at eight o'clock.

675. Having regard to the habits of the class with which we are dealing, you would not think an earlier hour than seven practicable?—No.

676. What are your pay-days in Glasgow?—There are exceptions, but Saturday is the general pay-day. Friday would seem to be the largest exception, and there are one or two works that pay on other days, for the very purpose of helping people to make their markets at what you would call decent hours, and not to crowd everything into the Saturday. There was a feeling amongst employers at one time, and a number made their pay-day on a Thursday, but that did not appear to answer, and there are only a few that still pay on a Thursday to my knowledge.

Sir *Francis Powell*—continued.

677. Would it be practicable to have a later hour for the Friday and Saturday closing?—It is not felt to be necessary; on Saturday there is a later hour.

678. Having regard to the conditions and the real necessities of the people, it would be desirable to have a later hour for closing on Friday and Saturday, taking seven as the hour for the other days in the week?—Not Friday, but Saturday. An hour earlier than 10 o'clock is impracticable for the present wants of the working classes at Glasgow.

679. On what day?—On Saturday.

680. On Friday you would have the usual hour?—The usual hour. I am speaking from the force of the habits of the people.

681. My question is directed to what I describe as the real wants of the people, and not the imaginary wants, arising out of the present condition of things?—I quite concur that the poor should not be forced, and indeed, unless there was a change in the social condition of the people, I would not be in favour of an earlier hour than 10 on Saturdays.

682. You confine your answer to my question, namely, to the working-class population?—Yes.

683. What are your rules as to the interval for dinner in the middle of the day?—Our rule is an hour for breakfast and an hour for dinner.

684. I presume the people take it in detachments?—Yes, one o'clock to two, and two to three. We have exceptions when we know that a young lad is living with his parents at a distance; on engaging him, rather than force him to take lodgings or anything of that sort, we concede, perhaps, a quarter of an hour or 20 minutes to his hour. Then I have one shop just now, through the force of competition from neighbours, keeping open late and closing later.

685. I am speaking of the dinner hour?—They get a tea hour in this case.

686. You give an hour for breakfast, an hour for dinner, and then my question was about to be, do you allow a little interval for some slight refreshment, such as tea, in the afternoon?—Where the hours are extended to nine o'clock they have a short interval for tea. If they live adjacent to where they work, they can run for it, but if they have a distance to go they provide some temporary means of making tea in the back premises.

687. Do most of the assistants in Glasgow live on the premises or at their own homes?—All in their own homes, almost without exception.

688. Do they live with their relations or at the place of business?—With their relations or in lodgings.

Mr. *Frederick Frye.*

689. Do you say assistants in shops do not live in the shop, do not live with their masters?—It is possible to get an exception, but the universal custom, and the general custom in Glasgow, is that there is almost no such thing as boarding your assistants.

Sir *Francis Powell.*

690. Have you any further information to give us respecting the intervals?—I am afraid not.

691. What are your rules in Glasgow as to seats for assistants?—Our assistants are all males. Consequently, I never heard of such a thing as a seat.

692. Do you know what the rules are where girls and women are employed?—In our part of Glasgow, unless in cash boxes, there are almost no females employed. In shops such as pork butchers, that are now becoming rather a common class of shop in Glasgow, I see they provide seats for their assistants.

693. You find the wholesome practice of providing seating accommodation is becoming more common?—Yes; in my knowledge at one time there was not such a thing, and now I see it beginning to be observed here and there.

694. May we take your answer as applying to the whole of Glasgow?—Yes.

695. Both in what you describe as the west-end and also the working-class district?—Yes.

696. You consider the hours and intervals for refreshment are pretty much the same throughout Glasgow?—Pretty much the same; the hours of closing differ, if you wish to include that. We have, in Glasgow, districts that have purely family residences in them, and there the hours are much earlier than in the working-class districts. The hours there are seven in the evening, and in the summer time they close, I think, at five, but not on Saturday.

697. The necessity for longer hours on a Saturday absolutely vanishes in such a district?—Their customers are at the coast or in the country. They have no necessity for longer hours.

698. Can you account for the difficulty you have mentioned of finding assistants?—The difficulty as to the finding of assistants I attribute to the general standard of education being better, and boys are kept longer at school, and they receive a better education, and also get a habit of spending their evenings in games and things of that sort, and they look askance at a trade that still retains them the length of hours that our trade does. Consequently, we have to recruit our young lads either from the poorer country districts or else from the children of poorer people, and these, perhaps, leaving school earlier. We have not the same selection of assistants. They grow up, perhaps, to be as good shopkeepers, but they begin when they are, perhaps, not as intelligent.

Sir *Francis Powell*—continued.

699. Do you find them improve after the necessary training?—Yes, you improve at any trade to which you go. Your general intelligence and your education may not improve, but your knowledge of your trade.

700. Their technical knowledge increases, but the general education is not improved?—No.

701. Do you think that the long hours have any connection with the difficulties to which you have made reference?—Yes, indeed, we have lads of 14 or 15 beginning, and then giving it up. They will not go into the trade, and tell their parents distinctly they will not go.

702. Then the hours amongst the shop assistants are longer than the hours of their relations and friends, their relations and friends being employed in other businesses?—Yes, and they prefer to go to trades.

703. Then you probably expect that if the hours were made shorter the shop assistants would become more plentiful as a class?—Yes.

Mr. *Frederick Frye.*

704. Do not you think that by the voluntary system there has been a great improvement in the length of hours in shops in your district?—I observe drapers close generally earlier than what they did in my young days, but in our trade the improvement is hardly perceptible.

Sir *Francis Powell.*

705. You gave us some information as to the half-holiday in the country districts in Scotland. Is it the case that the half-holiday is a prevailing custom throughout Scotland, leaving out the large towns such as Glasgow and Edinburgh?—Yes, it is pretty general now.

706. I remember some years ago passing through Oban, and there was a complete half-holiday every week?—Yes.

707. Do you consider that a fair illustration of the practice?—Yes.

708. Outside of the great cities?—Outside of the great cities there is a general half-holiday.

Tuesday, 26th March 1895.

MEMBERS PRESENT:

Mr. Cameron Corbett.
Mr. Diamond.
Mr. Edwards.
Dr. Farquharson.
Mr. Frederick Frye.
Sir John Gorst.
Mr. H. L. W. Lawson.
Sir Blundell Maple.
Sir Francis Powell.
Mr. Samuel Smith.
Mr. Tennant.

SIR JOHN GORST IN THE CHAIR.

Mr. JOHN ADAMS COONEY, called in; and Examined.

Mr. *Cameron Corbett.*

709. YOU, I understand, are chairman of the Scottish Shopkeepers' and Assistants' Union?—Yes.

710. That, I understand, is the largest association of employers and assistants in Scotland?—That is so.

711. In fact, it has more shopkeepers within its numbers than any other association?—It has.

712. As well as having more assistants?—Yes.

713. Can you give us the numbers?—About 2,500 members altogether. I may state that we have three classes of members. We have honorary members who pay either an annual subscription, or five guineas at a time and become life members; then we have what we call full members.

Sir *Blundell Maple.*

714. The honorary members need not be connected with trade at all, I presume?—Yes, they are all connected with trade; they are grocers, provision merchants, or drapers. They are connected with shopkeeping, and from that class of gentlemen we have got honorary subscriptions to the amount of fully 1,200*l.* All that money has been given by shopkeepers themselves towards this early closing association. This entitles them to be honorary members. Then we have what are called full members. They pay at the rate of 1*l.* 7*s.* a year; but when ill they get a certain amount of money, and doctor and medicine free. There is only 7½ per cent. of their contributions added to the Early Closing Fund, which is kept separate from the Benefit Fund.

715. How many of these full members are there?—There are about 2,100, I should say; that is as close as I can go to.

Mr. *Diamond.*

716. Those are all assistants, I presume?—No; a good many of those are shopkeepers.

717. Who get an allowance when ill?—Yes. The third class of members we call affiliated members. They pay 2*s.* 6*d.* a year, and it goes entirely to management and early closing. Those are the three classes.

Mr. *Cameron Corbett.*

718. Can you tell us about the composition of your board?—We have at present a directorate of 18; nine employers and nine assistants.

719. You have studied this Bill to some extent?—I have personally; and I also had a special meeting of directors, who considered this Bill. We hail it with satisfaction. In fact, we hail any Early Closing Bill with satisfaction, but especially this one, on the ground that it is voluntary, and, if it does not make us better, it cannot make us anything worse.

720. Do you find the shopkeepers themselves in favour of the Bill as well as the assistants?—I do. I have come in contact with a number of employers, and not in one case have I found them objecting to the Bill. The assistants are also unanimous.

721. You think that the best way of dealing with the difficulty of the hours of assistants is by having a definite hour for closing the shops rather than any other limitation of the number of hours per week that the assistants should work?—Yes; this voluntary Bill is preferable.

722. What you mean is this: that this closing of the shops at a definite hour by a local option is what you approve of?—Yes, that is what we are in favour of. There is a great difficulty experienced in carrying out the Shop Hours Act of 1892 as to the inspectors, because the parties have to be watched for a certain length of time—a whole week, say. This is a Bill which puts it in the hands of the shopkeepers themselves to say what time they will close.

723. I suppose, in the case of the limitation of hours, the great difficulty is getting evidence from the assistants themselves, whose position might be imperilled by giving evidence?—Well, yes, that is a drawback; and, besides, it would take five times the number of inspectors that we have in Glasgow to enforce the Act, as one inspector, if he suspects a case, has to start on

Mr. *Cameron Corbett*—continued.

Monday morning and continue that inspection till Saturday night before he knows how many hours that assistant has wrought.

724. I suppose your feeling would be that experience shows that shopkeepers would consider such inspection a far greater infliction upon them than any definite hour of closing which applied to all equally?—That is so. They will object. Well, I do not know that they will object; but I have a sort of feeling that they would.

725. Whereas you find the general feeling is in favour of a definite closing of the shutters by local option?—Quite so. No Bill would be complete that does not include provisions for the assistants ceasing work when the shop is shut.

Sir *Blundell Maple.*

726. This Bill does not?—No; it does not include provisions for that. The shop may be shut at 7 o'clock at night, and the assistants can be wrought on till 12 o'clock.

727. Then you would not propose a clause limiting the hours of the assistants?—I would have it read that all work ceased when the shop shut.

728. Whether there were any customers in the shop or not?—No; I would give them a reasonable time to be served. A shop might be shut, say, at half-past 9 just now, and it is quite a common occurrence for the assistants to be wrought on till 12 o'clock at night.

729. You say you have studied this Bill?—I have.

730. How would you classify the different trades?—You have provision made in this Bill, I think, for the central authority, who will classify the trades.

731. Then there is Clause 5, which says, "A shop in which trades of two or more classes are carried on shall be closed for the purpose of all such trades at the hour at which it is by any order made under this Act required to be closed for the purpose of any of them"?—That is to say, here is a grocer and a provision merchant. Both the trades are carried on in the one premises; if the grocers decide on closing at 7 o'clock, and the provision people at 8 o'clock, I would say that a man who carries on both trades requires to give up selling provisions, or close at 7 o'clock.

732. Supposing that the grocer decides to close for a half holiday on Monday, and the draper closes on Saturday for a half holiday, and the boot shops close on Wednesday for a half holiday, this clause surely would close the shops every one of those days?—Yes, that is so.

733. How would you get the number of shops of a particular class; for instance, as regards Scotland, the "district" there by this Bill means the local authority; under the Public Health Act (Scotland) these are very large districts, are not they?—Glasgow is a large district; but, nevertheless, I think that it would be much better to have it at Glasgow under the sanitary authorities of the city than to have it divided into wards or districts.

734. Which do you think would be the better?—I think it would be better to have it that it be confined to the borough of Glasgow.

Sir *Blundell Maple*—continued.

735. The whole borough?—Yes, under the local authorities there.

736. Take, for instance, bakers. How would you arrive at what hour they wished to close; you are going to close them by a two-thirds majority; how are you going to decide as to the number of bakers?—This Bill being passed it would be our, I will say our, that is, the Scottish Shopkeepers and Assistants' Union, duty as an early closing association to find out how many bakers there were; then to get the signatures of what we would consider two-thirds of them; then approach our local authorities on the matter, and it would be for them to find out whether it was correct or not.

737. Who is going to certify to those signatures?—I think that that would be the local authority's duty.

738. The local authority would have to go and canvass all the bakers, and where a shopkeeper keeps groceries as well as bread, is he to be considered a baker?—He is both a baker and a grocer.

739. When we come to deal with fishmongers and greengrocers, this Bill includes all the costermongers, for a shop is described as meaning "any building or portion of a building, booth, stall, or place where goods are exposed or offered for sale by retail," and includes a place "where the business of a barber is carried on." So that costermongers you would have to canvass?—Every trade, I might say, would have to be canvassed, and for the first two or three years there would be great difficulty experienced, but it would come right, I believe.

740. The whole of Glasgow you would canvass for all its different trades?—Yes.

741. Who is to pay the expense of all this canvassing?—The union that I am connected with. We have done canvassing almost to the same extent in getting up evidence for the Labour Commission.

Mr. *Cameron Corbett.*

742. You mean you would have to satisfy the local authority that two-thirds of the trade were in favour of the change?—Yes.

Sir *Blundell Maple.*

743. Surely the local authority would want themselves to be satisfied?—Yes, they would go over the area that we had already given them and satisfy themselves. I will not say it would be necessary for them to canvass every shop the same as we do; but they could go and satisfy themselves that the statement we gave was correct by calling at a certain number of places.

744. This Bill places it in the hands of the police, does not it, to carry out this Act?—Yes.

745. The police are to visit all the shopkeepers?—That is what makes it so easily done. A policeman on his own beat could satisfy himself, and hand the whole thing compiled to the chief constable of the district.

746. Then, who is to take action to summon the shopkeeper?—It should be in the hands of the local authorities; but in Clause 1, here, I notice that there is rather large scope left for the local authorities. "The local authority may, if they see fit, make an order giving effect to the application."

Sir *Blundell Maple*—continued.

application." That is, we might get 99 out of every 100 of any one class of shopkeepers to say they will close at 7 o'clock; you go to the local authorities, and they can still refuse, as far as this Bill is concerned. That is Clause 1.

747. Supposing it is decided that one or more of the shopkeepers keep open their shops beyond the order that is issued, the police here have to take proceedings?—That is so.

748. The police have to summons the shopkeeper?—Yes.

749. You know the Shop Hours Regulation Act, which prevents the employment of young people under 18 years for more than 74 hours?—Yes.

750. Do not you think it would be better to extend that Act, and not close the shops by local option?—If you extend it to all the shopkeepers, and their assistants of all classes, and limit it from a weekly to a daily hour, it would come in, I believe, and help to take the place of this.

751. Your society works to get shorter hours for the shop assistants?—They do.

752. And that is the object?—That is the object.

753. But this Bill would not ensure that?—It is almost certain to do it.

754. It might do it?—Yes.

755. The other direct Act, limiting the hours of labour, would do it, without failing?—Of course, there would be some cases of evading that Act; but, generally speaking, it would.

756. Why more so than evading the Shop Hours Act now?—The constable can see at once whether the door is shut or not. An inspector would have to go into each shop and see whether the assistants themselves were kept late or not. He would have a difficulty in getting the evidence of those assistants, whereas the constable sees at once, whether the door is closed or not, under this Act, and can take proceedings.

757. Do you find that the Shop Hours Regulation Act does not work?—I know that a number of inspections have been made, and some prosecutions; but I rather think that it is a dead letter to a certain extent, owing to it being a 74 hours' week, instead of a daily limitation.

758. This Bill recognises the fact that we have half-holidays, and that some shops may close later on certain days of the week?—I do not catch your meaning.

759. To put it plainly, would you say that the shop is to be closed every night at the same hour?—No; I would say, previous to a holiday it should be kept open a little later.

760. But would you say the shop is to be closed at the same hour every day and every week?—Yes.

761. Every day?—Every day.

762. No late shopping on Saturday?—No, personally I am against shopping on Saturday. I really think that the half-holiday should be on Saturday.

763. That is very well for the drapery trade, is it not, but for provisions?—Any trade you like to take, because I do not believe that any working man's wife requires to wait any longer than 1 or 2 o'clock for his wages; and I have made special inquiries, and the majority of larger works, such as iron works and railway companies, do not pay on Saturdays at all. I would take it as an estimate that not more than 50 per cent. of the working class get their pay on a Saturday.

764. Take, for instance, fish caught on a Friday night and Saturday morning; if all shops closed early on Saturday, in the summer it might be bad before Monday morning?—One week will regulate that, the same as it does just now on a Saturday. I should say the business would be principally done on Thursday or Friday then.

765. That the fish would be caught?—You might as well say it would go bad on Sunday. I can speak from experience. Five years ago our magistrates recommended our spring holiday, which was always held on a Thursday, to be held on a Monday. There was some opposition to it. The first year some closed and some did not, but now it is the most favourite holiday we have in the city. The cry was, "What will the butchers do; what will the fishmongers do?" They are closing on Sunday and Monday, both days together.

766. But they do not close the whole of Monday?—They do. It is the most universal holiday in Glasgow, the spring Monday.

767. Is it the first Monday?—No, it is the 15th of April this year.

Chairman.

768. Easter Monday?—Yes, it is generally held on Easter Monday.

769. What is called Easter holiday in England?—We call it our spring holiday there.

Mr. Diamond.

770. The society you represent, I gather from you, is largely composed of employers, the shopkeepers themselves?—No, there are far more assistants than employers.

771. There are a large number of employers?—Yes.

772. Can you give me any idea as to what class of employers they are; that is to say, whether they are very large employers, or whether they employ, perhaps, an average of one or two assistants; I want to get from you whether they represent the large shopkeeper or the average small tradesman?—There is quite a number of them average small tradesmen. We have, I may say, from the lowest to the highest in most of the trades.

773. And they are in favour of this measure as it was considered by the committee?—They are.

774. It has been suggested that you should say whether you have submitted copies of the Bill to the members of the committee and to the members of the society generally?—Not the members of the society, but to the members of the committee.

775. Half of whom are employers?—And half assistants.

776. You say you are better pleased with this Bill because it is a voluntary Bill, but then later you said you thought that it should be left, even after you got a majority, to the option of the local authority to put the Act into force, was not desirable?

Mr. *Diamond*—continued.

desirable?—No, I think if the majority of shopkeepers are in favour of closing early it should be imperative on the local authority to enforce the Act that the majority ask for.

777. Then you are in favour in Clause 1, line 9, of substituting the word "shall" for the word "may," so that it should be imperative?—Yes, if they see fit, but they may not see fit.

778. Then you would strike out "see fit"?—Yes, "they shall make an order."

779. If once you got a majority of the shopkeepers on a poll and thereafter the local authority has no option, what is the need for the local authority being invoked, seeing that it has no discretion, and that it must do a certain thing?—Yes; it must force the minority of a third to close along with them. We always find in voluntary early closing it is the very vast minority that breaks up such a thing as that.

Chairman.

780. By "vast minority" you mean a very small minority?—A very small minority.

Mr. *Diamond.*

781. You think it would be necessary to invoke the aid of the local authority to see that the Act is carried out?—I am quite satisfied that it would be necessary.

782. That is what you mean by substituting "shall" for "may"?—Yes.

783. You said something about working in the shops after closing hours. There was a witness here at the last meeting of the Committee representing a Scottish society, and he said that from his experience there were very few cases indeed of assistants being employed in shops after the shop was closed. I gather that your experience is the very reverse of that?—Yes, quite the reverse. It is not hearsay; I know it for a fact.

784. That some shops close at 9 o'clock?—Nine and half-past 9.

785. And that assistants are kept working up to 12?—Sometimes; very often on a Friday night, preparing for the Saturday.

786. You think that unless the Bill did more than decide about the hour of closing; unless it also put a prohibition against this work after the shop was closed, it would, to a large extent, so far as assistants are concerned, be of very little benefit to them?—Very little. The Bill will not be complete without provisions being made as to that.

787. How, then, would you meet that question of inspection, because a moment ago you said that if it were left to the policeman, he in going his beat would see whether a shop was closed?—Surely there would be light enough? It would be an easy matter for the constable to see whether there is anybody working inside or not; quite as easy as to see whether there was a burglar inside or not.

788. I only want to know how you would meet that difficulty. Would you empower the constable to go to a shop in which he suspected that people were being employed after the shop was closed, and have the door opened for his inspection; would you give that authority to the constable, or would you suggest some other person to whom it should be given?—No, I would hardly give it to the constable. As I have already said, the employers object, or would object, to inspection.

Mr. *Diamond*—continued.

789. Then, how do you meet the difficulty, because you will at once see there is a difficulty. You want to avoid working after the closing of the shops. You would not allow the policeman to be the agent to see that the work is not carried on. What sort of inspection would you suggest to meet the case?—I would suggest that he reports that to the local authority.

790. Reports what?—That he has a suspicion, and then the inspectors, or the sanitary authorities, who would have the enforcement of the principle, would watch the shop, and if they found them working late there they would have them summoned.

Sir *Blundell Maple.*

791. The police would summon?—I think it becomes imperative on the police to summon.

Mr. *Diamond.*

792. As I understand, the question is, would you have this action taken on the initiative of the police officer or by the direction of the local authority?—By the direction of the local authority.

Sir *Blundell Maple.*

793. The local authority would not know of its existence?—The constable gives the information, and the local authority supplies the inspection.

794. The policeman is to go to the local authority and inform the local authority?—That he suspects there is late work going on in that shop.

795. Before he gets to the local authority the shop is shut up?—Of course, that might be so in one case.

Mr. *Diamond.*

796. This matter of inspection presents a difficulty, as you will have gathered. There does not seem to be unanimity amongst those in favour of the Bill as to what shall be the power entrusted with the inspection and the carrying out of prosecutions. You object, I understand, to the policeman doing it?—I do.

797. You think the employers would object?—I think they would.

798. Yet you do want to stop working after the shop is closed?—I do.

799. What authority would you suggest to carry out that part of the Act?—This Bill says something about the local sanitary authority. If the constable gave information to the chief sanitary officer, he has inspectors, I know, at his command, under the Shop Hours Act, in Glasgow, and in various other towns, and these same inspectors should watch the shop and see that no late work was going on.

800. Would you give them power to demand admission to the shop?—I think, as I have already stated, they could get information that late work was going on inside without going into the shop.

801. From the assistants themselves?—That information given by the assistants would have to be given under cover.

Mr. *Diamond*—continued.

802. How could you prove this late work; a witness could not prove the case under cover; he would be compelled to come into the Court to prove the late hours, and I suppose you would be of opinion that assistants would not care to do that?—No, they would not. If there were one or two, with the constable as a witness, would not that be sufficient to procure a conviction against a man if they saw through the glass that late work was going on inside?

803. If they saw that work was going on; but I understood that the difficulty was that they could not see it from the outside. It would merely be the suspicion of the constable?—I did not say that.

Sir *Blundell Maple.*

804. Do not some shops burn a light inside all night?—They do. It is opposite the safe, and the safe is always exposed to the constable's view.

Mr. *Diamond.*

805. You said that where a tradesman carried on more than one business, for instance, the selling of groceries and the selling of provisions, if he chose to be tabulated as a grocer or as a provision merchant, he would have to give up the other business, for instance, the selling of provisions?—Yes; he would have to close his shop, giving up selling provisions.

806. You do not mean that he would have to give up the business, but that he could not sell provisions at an hour when his shop would be open only for the sale of groceries?—Yes.

807. You would not ask that he should give up the trade altogether?—No.

808. With regard to the small tradesman, who carries on the business himself, and has no assistants, do I understand you to say that you would enforce the Act with regard to him if he were working in his own shop?—Yes, I would. That is exactly the person who breaks up all the voluntary early closing; the man who has, perhaps, himself and a boy, and, in some cases, a young lad, assisting him. He keeps open to all hours, and he seems quite satisfied while he is working away there.

809. I suppose in his case you would not insist that he should not work in his shop after he had closed it. You would be content if he closed his shop, seeing that your object is to get shorter hours for the assistants in the shop. You would not prohibit the man who worked in his own shop from working as many hours as he liked to work?—No.

Sir *Blundell Maple.*

810. Small domestic shops employing the family you would exempt from this Act; shops that employed no shop assistants?—I would include them in the Act.

811. You would include all shops, even if they were small domestic shops. You know what I mean by that?—Yes; we call them huckster shops.

812. Shops that are kept by only the shopkeeper and his wife and family?—Just so. I would include those in the Act.

Mr. *Diamond.*

813. You have already said that you would not prohibit the small shopkeeper from working after the shop was closed. Would you prohibit his wife or his own family from working after the shop was closed; after all, I want to get out what the effect of this is going to be, and if a man has a shop of his own, and is permitted to work after the shop is closed, and his wife and his family are permitted to work, you would not, I understand, object to that?—No, I do not think there can be much objection to that as long as he does not keep it open.

814. You are satisfied to get the shop closed in that case?—Yes.

Sir *Blundell Maple.*

815. This Bill provides for lodgers, people who live over the shop in the same house, being supplied?—I think that is a rare occurrence in Scotland; I do not think that we have any shops that have direct communication and where lodgers are kept.

Mr. *Diamond.*

816. The question of canvassing was mentioned; that is to say, ascertaining the number of a particular trade. I gather from you that already your association has done a very great deal of work, spending time and I suppose money in endeavouring to get the shops to close by voluntary effort?—No, we sent round schedules asking each trade what time they would be prepared to close.

817. I understood you were canvassing by circular, instead of personally calling?—We had canvassers; they left these circulars, and they called in a few days, when the questions were filled up. In some cases they were filled up, and in others they were not.

818. Naturally, if this Bill were passed, and it became an Act, you would only be too glad to do whatever canvassing was necessary in order to get the two-thirds majority in favour of putting the Act into force?—Yes; it would be our association's duty to do so as an early closing association.

819. That is to say, the assistants themselves would do that?—No; it is composed of employers, too.

820. But the assistants themselves would be quite willing to undertake the work of getting the adhesion of the two-thirds majority. They might assist, but we should engage canvassers, or our general secretary would.

821. Your association would?—Yes.

822. You said something about Saturday closing. Do I gather from that that you think that all the shops should be closed on Saturday; that the half-holiday should be on Saturday?—It there is to be a half-holiday at all I should say it should be on Saturday. The assistants work until 12 o'clock at night, and a holiday coming on Monday, or even on Sunday, it is quite impossible for them to take advantage of the cheap railway fares and cheap sails, and all the facilities that are held out from Saturday to Monday.

823. You said also you had made inquiries as to how wages were paid in the very large workshops, in the railway workshops, chemical works, and places of that description?—Yes.

Mr. *Diamond*—continued.

824. And you found they were paid on Friday, I suppose?—A great many are paid on Thursday, some are paid on Monday.

825. Do you know anything as to the general rule in a very large number of places as to the hour of paying on Saturday, which is sometimes one o'clock and sometimes two o'clock?—As far as I can gather there are none which pay after one o'clock; the shipbuilding yards are about the largest.

826. How far would many of these workers have to go on a Saturday after they got their money before they reached home?—In some cases they have a good distance to go.

827. What time do you think they would reach home in a large number of cases?—That is a very wide question.

828. I understood you to say that there was no reason why a workman's wife should not have her marketing done by two o'clock?—I did not mention a time at all. I said on Saturday afternoon. I should be quite pleased to see a four o'clock Saturday afternoon. If any man is paid at one, with the conveniences at his hand, he could, in my opinion, be home from two to three o'clock.

829. When he gets home of course he would have to have something to eat?—Doubtless.

830. And get himself dressed and so forth to go out with his wife, as many of them do, to do their shopping?—Yes.

831. Do not you think that, if the entire working-class community were called upon to do its shopping on a Saturday between two o'clock and four o'clock, it would be physically impossible for the shops to do the whole of the business in those two hours?—No. I believe that it would be no inconvenience to the working class.

832. I am speaking of the possibility of the shopkeepers themselves doing all the business that they now do up to 10, 11, or 12 o'clock on Saturday night between two o'clock and, say, four o'clock on the Saturday, which is the time you suggest. Could they possibly accommodate their customers?—Yes; but look how often a shopkeeper and his assistants are standing idle on a Saturday afternoon.

833. I am speaking of the possibility of these people doing their shopping between the hours at which they get their money and the hour at which you would close the shop; do you think it is possible for all these hundreds of thousands of working people to get their butcher's meat, their groceries, and their draperies, and everything else they require in two hours on a Saturday?—I do.

Mr. *Frederick Frye.*

834. I suppose that you are aware that in the small shops all the trade really is done on a Friday and Saturday night?—That is so.

835. Do you think that those who buy at that ime would consent to the closing of the shops at two o'clock or four o'clock on Saturday?—I think they would, because there is no class who advocate shorter hours more than the working man, and who have less thought for the assistants, but were it before their notice, I do believe that they would not feel it an inconvenience to have shops closed.

Mr. *Frederick Frye*—continued.

836. You would close all the shops small and large at the same time?—Of course this Bill allows the shopkeepers themselves to say.

837. You still think the trade might be done, so that the shops should be closed at four o'clock on Saturday?—I do.

Mr. *Edwards.*

838. When a workman's wife goes shopping in this way, do you know whether it is the custom to give any credit?—There is a lot of credit given.

839. Would it be possible for them to expect a week's credit as an ordinary thing?—That is the ordinary limit.

840. It would not be necessary for them, supposing they were paid on a Saturday to take their money with them on that day?—In some cases, no.

841. They could shop one Saturday and pay on the next Saturday?—Yes. It is done very often.

842. Therefore the wives could go in the morning and shop?—Yes, or on Friday.

843. Is it the custom for the workmen to go with their wives to shop?—Well, some only.

844. Do you think such a system of credit is so universal as to make it possible for Saturday early closing in that sense, the credit being given from one week to another; that the payment of the wages being on one Saturday, payment for the next could be on the following Saturday?—I do not think the credit system is carried on to such an extent, but those who do not get credit are the people who have money about them, and who do not require to wait for their husbands to come home with the money. They would be the thrifty people.

845. Therefore, you think that it is practicable to have early closing on Saturday?—It is; and not only is that so in my own opinion, but I know several employers who say that it could be perfectly well done with no inconvenience to the public, and that they want a half holiday when other people are having it, and when they can take advantage of the cheap railway and steamboat fares, and have their Saturday to Monday, like other people.

Sir *Blundell Maple.*

846. If all the shopkeepers in any town closed on the same half holiday, there would not be room on the playgrounds and recreation grounds for all the assistants, would there?—Oh, yes.

Mr. *H. L. W. Lawson.*

847. I suppose you are intimately acquainted with the conditions of the retail trade in Glasgow?—I am.

848. And with that of other Scotch cities?—A little in Edinburgh, Paisley, and Kilmarnock.

849. Is there a great difference in regard to the hours between the working-class and the middle-class neighbourhoods of Glasgow in the closing of shops; for instance, is there a difference in the hour of closing of bakers' shops in the middle-class streets and the poorer shops in the working-

Mr. *H. L. W. Lawson*—continued.

working-class streets?—Yes; in the centre of our city I know one or two better-class shops who close from six to half-past six, and a good many at seven o'clock, and further out of the city eight o'clock is a general rule for closing during the week.

850. And on Saturday?—On Saturdays I know one place only which closes about four o'clock, and one or two about nine o'clock. A good many of the respectable shops close about 10 o'clock, and then it comes down to the ordinary run, where it is about 12 o'clock.

851. By "respectable" I suppose you mean large?—Yes; a dealer in a better-class part of the city.

852. As in the case of London, where there are a great number of assistants employed, the hour of closing is earlier in Glasgow than in the smaller shops, is it not?—Yes.

853. Take a typical shop in a typical street in a working-class district, is it the custom to employ hands outside the family?—You sometimes find an elderly gentleman attending to a small shop with the assistance of just a boy or so. The boy may assist behind the counter when they are busy, and go with messages when they are not busy in the shop.

854. Has a man of that kind an absolutely fixed hour of closing?—No.

855. He varies it according to the requirements of the day?—Yes; and according to how he feels himself, I think, in some cases.

856. There was a congress held in Glasgow in 1889, was there not, on this subject?—No, not to my knowledge, there may have been.

857. I think it was so stated in evidence given on the last occasion?—We had two representatives at a congress in Nottingham in 1893.

858. But you do not recollect this congress in Glasgow of which Mr. Stacey spoke?—No, I do not.

859. Were those small traders the men of whom we have been speaking, and those who employ a boy and work themselves in their shop represented?—Do you mean at Nottingham?

860. Yes, take Nottingham, if you like?—No, I do not think so.. There were two of our directors from the Scottish Shopkeepers and Assistants' Union; you will be examining one of those a little later on and possibly he will give you more information than I can.

861. You do not know whether there would be much opposition on the part of these small shopkeepers to the compulsory enforcement of this Bill?—That is the only quarter where we may expect opposition.

862. Would that opposition be general?—No.

863. Under the Bill six o'clock is a possible hour of closing. What is the hour advocated by your association?—We should like seven o'clock, and six o'clock, perhaps, in the centre of the city.

864. In the Bill the discretion, of course, is absolutely in the hands of the local authorities?—Yes, but I think, once you get it reduced to seven o'clock all over the city, you will find the shops in the centre of the city commence to close about six. Some of our large drapery warehouses, in fact, the majority of them, close at six now.

Mr. *H. L. W. Lawson*—continued.

865. Why, if the hour were fixed for seven, would they be inclined to close at six more than they are now; of course they can close then, if they want to do so now?—I do not know what is their idea about it.

866. When you say they would, what ground have you for saying so?—I take it as my ground that they do it now seeing that eight o'clock is a more recognised hour for Glasgow amongst the majority of shops throughout the city. The largest shops in the centre of the city close an hour earlier.

867. Supposing this Bill only applied to shops where more than one assistant was employed, would you say that it would work injustice as against the larger establishments?—Yes.

868. Therefore of course you touch the purely domestic shop?—Yes.

869. Would you interfere with the man's labour except in the shop; supposing, as is sometimes the case, he combined work outside with the keeping of a shop, you would not of course prevent him working outside?—Yes, I would.

870. How, and to what extent?—It is the poor unfortunate message boys who are very often wrought in connection with the shop delivering messages till very late at night.

871. That is not quite my question. The case I was taking was this: supposing a man keeps one of these small domestic shops and his wife does most of the business, and he himself has another occupation outside, all you would interfere with, I suppose, is the shop itself?—Yes.

872. You do not go beyond that?—No.

873. Of course there it would not be a question of anybody's labour; the man himself very likely would not be in the shop more than a few hours; his wife would be managing it?—Yes.

874. You know of cases of that kind, I suppose?—I do.

875. Therefore it would be simply to help the shop assistants in the bigger establishments that you would deal with that particular case, because there could be no question of excessive labour?—No, but before you can assist the assistants in shops, you require to have these shops included so that they may close along with the shops which employ assistants.

876. Therefore really you would compel the smaller shopkeeper because of the needs of the larger establishments; that is what it comes to?—Yes, but the shopkeepers who employ the assistants are very largely in the majority.

877. In dealing with this Bill you propose only to treat of forcing shops to close at a particular hour. Have you considered an alternative proposal of extending the old Act so as to bring other people besides young persons under it, and not to allow anybody to work more than, we will say, 74 hours in a week?—As long as it is 74 hours a week, and bringing all people under it, it is useless.

878. Then you are in favour of the Bill as it stands?—With one or two slight alterations.

879. Which, I daresay, you have explained?—There are one or two which I wish to add.

880. What are they?—This Bill does not provide for restaurants, and badly situated although

Mr. *H. L. W. Lawson*—continued.

the shopkeepers and assistants are in the grocery and provision trade, they are infinitely superior and better off than are the assistants in restaurants; I know they work from eight in the morning till nine o'clock every day, and till 11 o'clock on Saturday night, and a great many nights throughout the week they have to work late if there is a smoking concert about. Those are altogether excluded; I would not suggest that they should be shut up, but that it should be made a certain number of hours per day.

881. Not per week, but per day?—Per day.

882. Why, if it is good in the case of restaurants, should it not be good in other cases to make a certain number of hours per day or per week the legal limit?—The more holidays and the more leisure there is amongst the general public in a city the more they take to a restaurant; therefore it is almost necessary that they should be open.

883. I suppose still more so in the case of railway refreshment places?—Not so much that. Of course we cannot touch licensed houses; we can touch unlicensed restaurants, but I would not touch licensed houses at all, such as public-houses.

884. You would leave them out?—Yes.

885. You agree to leaving chemists out?—Yes, to save opposition to the Bill, I would.

886. What is the usual time for leaving off work in Glasgow in the factories and workshops on week days?—I think about six o'clock, and two o'clock on Saturday.

887. That applies to all season trades?—I do not know; I am not acquainted with it.

Mr. *Tennant.*

888. I notice you said that you would prefer to have this vote taken in Glasgow as a whole rather than divided into wards; can you give a reason for that?—Generally, a street divides two wards. You might have a grocer who closed at seven o'clock on one side of the street and another closing at eight on the other side.

889. I suppose you could not give us any evidence with regard to London?—No.

890. Did I understand you rightly to say that you would make your society, the Shopkeepers and Assistants' Union, responsible for finding out the will of the two-thirds of the various trades in the city?—We would make it a point to do so, and in each town where we had a branch. We are a Scottish society, not a local society, you know.

891. In finding out that, would you ask them the hour at which they would wish to close, or would you leave that to the local authorities?—No; the first question which would be asked when you went into a shop would be, "What hour do you want to close?" We must have a set time.

892. You might have a two-thirds majority in favour of closing rather earlier, but you might have a great many opinions as to the hour at which you would close?—Yes, of course; in each case we should get them to sign what hour they would be willing to close at.

893. In the event of your finding that you had a two-thirds majority in favour of earlier closing, but nothing like a two-thirds majority in favour of any particular hour, what would you do?—In going round, it would be necessary for us to state an hour, and to find out and get two-thirds of the whole number for a stated hour.

Mr. *Tennant*—continued.

894. If you had not a two-thirds majority for any particular hour, although you did have a two-thirds majority for earlier closing, you would not take any action at all?—No; we should just agitate for it till we got it.

895. Suppose you had a dispute as to the signatures; suppcsing that one trader said he did not believe that Messrs. Jones & Co., or whatever the name was, had really signed, what would you do?—It would be necessary to bring some evidence to bear on that man.

896. You would have to do that before the local authority, would you not?—No; after we got sufficient, a two-thirds majority in favour of a closing hour, we should approach the local authority, and the local authority would take measures to see that this was correct.

897. That would cost money, would it not?—They have a number of inspectors under the Shop Hours Act, who, in the meantime, could do it.

898. You have those at the present moment?—Yes.

899. You think those would be the right persons to find out whether these signatures were all genuine, or not?—Yes; they are controlled by the chief sanitary officer.

900. I do not quite understand your answer about chemists. You notice that chemists occupy a peculiar position in the Bill; they are not in the Schedule and they are not exempt?—You do not expect them to keep open, but you would allow them to serve.

901. Do you approve of the provision in the Bill?—Yes, but if there is any objection, and the Bill is going to be lost on that account, I should say exclude them.

902. Put them in the Schedule?—Yes, if the opposition from that quarter were sufficiently strong to endanger the Bill.

Dr. *Farquharson.*

903. Can you tell us what proportion your membership bears to the whole number of assistants and shopkeepers in Glasgow?—No.

904. Is it a tenth, or a fifth, or 1 per cent., or what?—I do not know exactly how many.

905. You have told us the number; I think it was abont 3,000?—Two thousand five hundred.

Sir *Blundell Maple.*

906. That is the whole of Scotland?—Yes.

Dr. *Farquharson.*

907. You think that if this Bill came into operation there would not be a very great opposition on the part of what I may call the larger and better class of traders in Glasgow to the Bill?—No.

908. Supposing the Bill were passed to-morrow, would you think it would make a great difference in the conditions of shop hours in Glasgow?—Not immediately; but later, it would.

909. You have been asked about the working after the closing of the shop. I suppose if this proposal

Dr. *Farquharson*—continued.

proposal of yours were adopted, and it was made illegal to continue working after the shutters were put up, the better class of traders would loyally obey the law and would not attempt to evade it?—At once. There would be no difficulty with them. The larger places will fall in with it at once. It is the small places which employ one or two assistants which would cause the difficulty.

910. On these people the very fact of its being made illegal would act as a deterrent?—I think it would.

911. You think the fact of the police having power to inspect would act as a deterrent?—I think it would.

912. I suppose the policeman would only act on what you would call reasonable suspicion. He would not burst into their shop without some suspicion of something illegal going on?—He has his beat, and it is his duty to look into the windows of each shop, and he can see whether there is any work going on late or not.

913. If he gave information on a wrong suspicion he would get himself into trouble, would he not?—But he does not take any action. He would only give the information to, we will say, the chief sanitary inspector, who would take measures to have the suspected place looked after.

914. Then your impression is, that voluntary action would not be of much use?—It is useless.

915. For what reason?—It has been so often tried, and has been a failure in each case. The Scottish Shopkeepers and Assistants' Union tried some four years ago, and they got them

Dr. *Farquharson*—continued.

unanimous, all but one grocer, who refused to close, and that broke up the whole arrangement.

916. One man standing out destroyed the whole arrangement?—Yes; that was in a certain district in Glasgow.

917. As to small shopkeepers, about whom Mr. Lawson examined you just now, would you consider it any very great hardship that they should be obliged to fall into line with the others?—No.

918. Is it not the case that in the case of small shopkeepers the evils which you want to stop are the worst?—That is where the evil is.

919. The proposals of this Bill are, of course, based largely on hygienic grounds, on grounds of public health?—Personally, I do not know anything about the health of assistants, whether it endangers their health or not, but, taking a reasonable view of it, it can hardly do otherwise.

920. It is the opinion of a great many people interested in this Bill, including the promoter (Sir John Lubbock), that a great deal of injury is done to health from too long hours. Assuming that, is not it the case that the evil would be greatest in the case of small shops?—Yes.

921. There is more gas burnt, and therefore the air is deteriorated?—Yes.

922. In the case Mr. Lawson put just now of the master of the shop being away and the wife doing the work of the shop, has not the wife got to be protected, perhaps, against her husband, who may make her keep too long hours?—She has, but that is a matter which should strike the individual rather than the community.

DR. FARQUHARSON IN THE CHAIR.

Sir *Blundell Maple.*

923. You say that the police are to do this on their beat. The number of policemen would have to be increased considerably, would it not?—No.

924. If a policeman stood about a shop and made inquiries about a shop, he could not continue his beat and get round it in proper times, could he?—Quite easily.

925. With his stopping and looking, he could still get on, you think?—Yes.

926. This Bill, you say, would not interfere with the large shops at all?—I do not think it would.

927. Is it only directed against the small shopkeepers?—No; against the middle-class and smaller ones.

928. Shops that keep 10 assistants and under, as a rule?—Oh, no; they go smaller than that, four I should say.

929. From 10 downwards?—I do not think any shop keeping 10 assistants will be affected by this Bill.

930. It is therefore the small shops that will be affected by the Bill?—Yes, those employing one or two assistants.

Mr. *Diamond.*

931. Arising out of the question put to you by Mr. Edwards, with reference to people getting credit for a week, do you know anything about the co-operative system of trading?—Very little.

932. You do not know whether in that case

Mr. *Diamond*—continued.

cash payment is the invariable rule, and not giving credit?—I do not know.

933. You said something about the number of big shops greatly exceeding the number of small shops. What ground had you for that statement?—I did not say big shops. If I said big shops, I did not mean big shops. I meant shops employing three or four assistants, or say, half-a-dozen assistants, they are in the majority.

934. Can you give me any figures to bear out that statement; can you give me any figures to show that shops employing four assistants are very much more numerous than shops that employ a less number of assistants, or no assistants at all?—No, I merely speak from observation.

935. We should like some definite figures before we could accept a statement of that kind. Another question is this: the class of customers who go to these large shops do their shopping, I suppose, as a general rule, in the middle of the day and not in the evening?—I can speak for one or two, who do a class of trade from the highest to the lowest, and at half-past five to six o'clock the busiest part of the day has passed.

936. Shops situated in the centre of a large town like Glasgow will be, as a rule, not at all so liable to late hours as a shop that is situated in an industrial district where the customers drop in from their houses and get their little requirements just as they want them?—That is so. It is quite a common occurrence for people to sit in the house, and then say, "Oh, well, it is

Mr. *Diamond*—continued.

time to get in now, it is a quarter to eight." They wait till the last minute. In the summer time, on Saturday mornings particularly, you are left very quiet, simply because they are all away enjoying a sail or being away in the country, and then they come back, and the last hour or two are the busiest. Again, when people are not leaving the city we find that 11 to 12 o'clock is the busiest hour of the whole day, simply because they come from the public-houses.

937. I will direct your attention to an answer given on the last occasion by a witness who was asked whether it would be desirable to have a later hour for closing on Friday and Saturday, taking seven as the hour for the other days of the week, and he said "Not Friday but Saturday; an earlier hour than 10 o'clock is impracticable for the present wants of the working classes of Glasgow." I take it from a previous answer which you have given me that you dissent very emphatically from that answer?—I do.

938. You think that four o'clock would meet all the reasonable requirements of the working classes on Saturday?—I think so because, having a four o'clock hour on Saturday, you get more business on Thursday and Friday.

Mr. *Tennant.*

939. In taking the vote to which you have referred would you give one occupier, one shopkeeper, one vote, or would you take a poll of the assistants?—The assistants ought to have no say in the matter; I would leave it altogether to the shopkeeper; it is he who suffers if he closes.

940. Do you think that all shops should have just one vote?—A vote for every shop I should say, not individual votes.

941. Having no regard to the number of assistants employed?—No.

942. Or to the size or nature of the shop?—No.

Mr. *H. L. W. Lawson.*

943. Is it the case in Glasgow, or in other Scotch towns, that the shopping in small and what I may call domestic shops is very slack before the evening?—It is.

944. It is only in the evening hours that there is really brisk business?—Yes, and especially from 11 to 12 at night.

945. When you talk of the hours in domestic shops, do you count as working hours those hours in the middle of the day when there may be somebody minding the shop, but when there is no business done?—Yes, I do.

Sir *Blundell Maple.*

946. As to this late shopping, does not it often occur with people who cannot do their shopping at any other time?—I do not think it.

947. Such people as cabmen, omnibus drivers, and labourers, who are only paid by the day: all labourers do not get their money by the week?—No; I do not think that in Glasgow any cabdrivers or omnibus drivers are paid daily.

948. You said just now that on Saturday you would close at four o'clock?—I would advocate that hour.

949. In the case of a casual labourer being employed on the Saturday and not getting his

Sir *Blundell Maple*—continued.

pay till after four o'clock, he would not be able to do any shopping?—Provision would be made for that. It would right itself in a couple of weeks.

Mr. *Edwards.*

950. Do you mean that the employer of the men would find that the shops were closed at a certain hour, and that he would arrange for a different time for paying the wages?—Yes.

Sir *Blundell Maple.*

951. I am dealing with casual labour, labour for one day; at docks and many places a man may not be working all the week, but he gets some work on the Saturday?—Most of the dock labour is finished before five or six, or before four o'clock on Saturday.

952. Sometimes he works until five or six?—Even though there was a casual customer of that sort, it is hardly fair that such a vast number of shopkeepers and assistants should suffer at the hands of such a very small minority.

Mr. *Samuel Smith.*

953. Would it be possible to have a limited number of shops open, dividing it time about; say there were 50 shops carrying on a particular trade; suppose five of those shops were to be open from Saturday till 10 o'clock to catch these stray people who cannot shop at any other hour, and that that should go round, as it were, so that there should be always some place for people to go to?—I should not approve of that. The difficulties attached to that would be almost insurmountable.

Sir *Blundell Maple.*

954. Is not that, in effect, what occurs now, that only those shops are open that have got late business in the district?—There is not such a thing as a few shops remaining open in a certain district this week, and another district next week, for the purpose of supplying any wants that there may be.

955. No, but the shops that remain open late now do so because they have customers who come to them late at night?—Yes, but it is only through custom, not through necessity.

Chairman.

956. Are you aware that in some localities in Scotland, in the smaller towns, the shopkeepers have voluntarily combined to shift their half-holiday from Saturday till Wednesday, in order to meet the convenience of the working classes?—I am aware that some have done so.

Mr. *Edwards.*

957. As a matter of fact, shopping goes on to a late hour on Saturday night, does it not?—It does.

958. And shopping goes on by people who do not live very far from the shops up to a late hour?—Sometimes just two minutes from the shops.

959. That seems not to be due to the inability to get to the shop earlier, but to the habit of going to the shop in straggling hours and not attending to a thing at a particular time?—Just so.

960. There is no necessity for it?—No necessity; it is purely custom.

961. And you think the thing could be done equally

Mr. *Edwards*—continued.

equally conveniently for them if they knew that it had to be done at a certain hour earlier in the day?—I am quite satisfied of that.

Mr. *Diamond.*

962. I suppose when working men get their money on Saturday they very often take themselves and their wives to the coast on excursions?—They do, and leave the poor shopkeeper waiting till they get back after their enjoyment.

963. Supposing you prevented them from shopping late at night, do you think it would have any effect upon their opportunities of getting enjoyment on the Saturday when they have a half-holiday, because, if you kept them shopping till four or five o'clock, their opportunities of going to the coast or getting any enjoyment after five o'clock on Saturday would be very limited, would it not?—It would be limited, but I do not believe that any persons making up their minds to go to the coast, or for a sail, would not make their arrangements to suit it.

Mr. *Diamond*—continued.

Mr. *Tennant.*

964. One of the witnesses told us that he would be rather in favour of having it applied to all shops and all trades and not to any particular trade. Is that your view of it?—No; I would not agree with that. It would be most unfair for a hatter to dictate to a grocer what time he should close, or for a grocer to dictate to a draper. Every class of shop should arrange its own hours.

Mr. THOMAS W. FLINT, called in; and Examined.

Mr. *Cameron Corbett.*

965. I UNDERSTAND you represent the same organisation as the last witness represented?—I do.

966. The Scottish Shopkeepers' and Assistants' Union?—Yes.

967. You have, I believe, some evidence to give us as to a plebiscite that was taken on this question?—There was a plebiscite taken two years ago.

968. Where was it taken?—In the City of Glasgow. There were about 10,000 schedules sent out, and the ayes in favour of early closing by means of legislation were 80 per cent.

969. Have you a return which you can put in on that subject?—I have the annual report of the organisation to which I belong, in which there is the following:—

"STATEMENT of Replies by Shopkeepers to Question, 'Are you in favour of Early Closing being secured permanently by Act of Parliament?'

Trade.	Yeas.	Noes.	Declined to reply.	TOTAL.
Bakers	297	14	60	371
Bootmakers	426	24	71	521
Butchers	526	43	56	625
China, Chandlers, and Hardware	519	16	81	616
Confectioners and Fruiterers	313	72	493	878
Ice-cream Shops	—	—	221	221
Chemists	191	34	37	262
Clothiers	175	19	32	226
Cabinet-makers, &c.	66	6	12	84
Dairies	615	43	90	748
Dining Rooms	39	4	173	216
Drapers	441	39	46	526
Dyers, Dressmakers, &c.	104	7	13	124
Grocers and Provisions	1,263	113	180	1,556
Hairdressers	178	8	26	212
Hatters and Hosiers	114	15	18	147
Ironmongers	41	10	12	63
Jewellers, &c.	91	17	21	129
Milliners	98	7	12	117
Newsagents, Stationers, Tobacco, and Fancy Goods.	409	69	247	725
Sale-rooms	229	10	99	338
Opticians	8	1	4	13
Miscellaneous (including nondescript small shops).	83	50	282	415

"Only Retail Shops were called on; Public-houses were not called on.

"The Bootmakers do not include shops that are used as Repairing Workshops, of which there are 170."

970. Can you tell us something with respect to your experience as to half-holidays?—I know that shopkeepers feel very bitterly upon the score of not having a half-holiday like other people, and I think there is a very general desire on the part of shopkeepers that they should have one. This Bill, by placing the power in the hands of the different traders themselves to settle their own hours of closing, is very admirable, and I think nothing could be more reasonable than giving the power to fix, by a reasonable majority, the days upon which they would close.

Mr. *Cameron Corbett*—continued.

971. Then you approve of the option being in the hands of each trade?—Yes, I do.

972. You have, I believe, some knowledge as to the domestic shops which you could give to this Committee?—Of course that is largely from observation, because in my own business I employ a number of assistants, but I can quite understand the very great hardship that it is upon people having to work long hours, husbands and wives, and sometimes sickly children, assisting them, keeping late hours for the purpose of obtaining a livelihood, because their neighbours, with perhaps larger shops, can keep open for the sake of competition and for the sake of getting a living. Of course, if these shopkeepers had a right of saying along with the others whether they desired to close, it would certainly be in the interests of their health to have the places closed.

973. I suppose you find a good many of the domestic shopkeepers are themselves in favour of legislation?—They are included. All classes of shopkeepers were included in the plebiscite to which I referred, and all classes of trade.

974. Your belief would be that you must have had a majority of the domestic shopkeepers as well as a majority of the larger shopkeepers?—Yes. I should imagine there are more small shopkeepers in proportion in a large community like Glasgow than there are large ones.

975. What is your impression as to the suggestions which have been made as to the Bill dealing with work after the shop is closed?—I think it is very difficult to stop work in a shop after it is closed. The Bill provides for closing the shop

Mr. *Cameron Corbett*—continued.

at a certain hour. That, in my opinion, means dealing with the public, stopping the trade with the public; but it would seem to me to be almost impossible to prevent the assistants from doing certain duties which they have to do for half-an-hour or an hour after the shop is closed. It is the trading, the carrying on of the business with the public, that I want to put a stop to.

976. If the shop be closed half-an-hour earlier, practically it means that the assistant gets away half-an-hour earlier?—That is so.

977. The time he is employed after the shop is closed is the same in every case?—Yes.

978. I think you were present at the Nottingham Congress?—I was.

979. Do you remember a resolution being passed at that congress for the purpose of enabling shopkeepers who had been in the habit of closing on Saturdays, to have an exemption from the half-holiday on any other day which might be voted by the trade?—My memory does not serve me in connection with that particular point, but I can quite understand the reasonableness of it. If there are certain shopkeepers closing on a Saturday afternoon they might apply for exemption, or there might be provisions made whereby they could get exemption.

980. You think that would be a reasonable and desirable provision?—Certainly.

Mr. *Tennant.*

981. You know that there are certain difficulties which the Committee must feel with regard to the definition of trades, the classification of trades for instance. Can you enlighten us at all upon that?—The trades are pretty well classified in the report in connection with the plebiscite taken to which I referred a minute ago.

982. How did you deal there with the case of a shop which sold various articles?—Of course we were only asking them a question with regard to early closing; whether they approved or disapproved of early closing by means of legislation. That was our query. We did not go into the details of the trading.

983. You see the whole point of the difficulty lies in the details. For instance, by the first clause you will see that you have to find out what the various trades are in favour of?—Yes.

984. How are you going to classify a shop which, as many shops do, especially in country districts, sells anything from boot-laces to cheese?—General traders.

985. Yes: but supposing the bakers agree to close on a Tuesday at six o'clock, and the drapers on Wednesday at six o'clock, and there is a man who sells drapery and bread, are you going to make him close on both days?—I am afraid it might be necessary for him to give up or to close one department. I know it would be so in the case of a large establishment.

986. In the case of a large town, for instance, where you have a great many general merchants (places like Whiteley's in London), and there are a great many in Glasgow, what do you recommend as a method of treatment for those large general trading warehouses?—We should require to define what they were to be permitted to sell.

Mr. *Tennant*—continued.

987. Would you say that, in the event of one trade wishing to close on a particular day of the week, that applied in this large shop only to that department?—Yes; it would apply to that department.

988. And that department only; is that your view?—Yes.

989. Do you think that is a very practicable proposal?—I see there is a little difficulty.

990. There is surely an immense difficulty, is there not. A man goes in to order something to eat to be sent home that night. He could at the same time very easily order one of the articles forbidden under the Bill. You cannot have inspectors at every corner?—It might be got over in this way: If all the traders in a particular district were dealing in the same articles, if they united to deal in specific articles which were defined, and a majority of two-thirds of those traders came to a decision to close, or desired their places to be closed at a certain hour, and appealed to the local authority, all those shops could be ordered to be closed.

991. Then you would close the general warehouse?—Yes.

992. You would close all the other departments in that case?—Yes, there would be a general understanding among the traders that they dealt in certain articles, that they were grocers and bootmakers and so on, that they were traders in that sense.

993. You would close every department?—Yes.

994. I understood you at the beginning of your evidence to say you would only close the particular department in question?—Yes, I did say so, but I have been thinking the matter out.

995. You have altered your mind?—Yes, I have been thinking it out.

996. You are acquainted with Glasgow?—I am.

997. The first witness we had from Glasgow was in favour, for the purposes of this Bill, of dividing Glasgow into the already existent municipal wards?—Yes.

998. Is that your opinion, or not?—Glasgow will undergo an entire reorganisation within 12 months from now, which will make some difference. The city boundaries having been extended will make an alteration.

999. Has that been done again. It was done the other day, was it not?—No. The Act only comes into operation in 1896, the re-division of the wards of the whole city area.

1000. Do you think that when that is done it would be well to go on those lines with regard to this Bill?—Either upon those lines or upon the larger lines of the political divisions.

1001. The seven political divisions?—The seven political divisions.

1002. You do not agree then with the last witness, who was in favour of unification, if I may so call it, of taking Glasgow as a whole?—No, there are difficulties in connection with that.

1003. Are not the difficulties equally great with regard to the wards where you have a street dividing two wards?—Yes. There are different classes of people living in different districts. For example, in the lower portions of the city the

hours

Mr. *Tennant*—continued.

hours of work are much greater, and necessarily so, than they are in the residential western portions of the city.

1004. Take a street like Parliament-road in Glasgow. Parliament-road, as I understand it, divides St. Rollox from Camlachie?—Yes.

1005. You would have all the bakers on the one side shut, and, perhaps, all the bakers on the other side open?—Yes. It is almost an impossibility to get perfection in anything, of course, and we are simply aiming at it. I daresay if the bakers in the St. Rollox Division came to an understanding for that purpose, very probably the bakers in the Camlachie Division would follow suit in a very short time.

1006. Would it not be simpler, in the long run, to have the unification system?—I am afraid there would be more difficulty in getting the majority.

1007. You do admit there is a difficulty?—Undoubtedly there is a little difficulty about it, but I think there is sufficient common sense among them. The shopkeepers want to get their hours reduced; they do not want to labour any longer than is necessary.

1008. You know that the district I have mentioned is almost, if not entirely, occupied by the working-classes?—Yes.

1009. And unless the common sense of the people resident there was so great as to make them agree, there might be some difficulty. You know that people in trades in many cases do not agree. It is not the commonest thing for them to agree?—No, but I think there is a growing tendency to work more harmoniously together.

1010. I am very pleased to hear it, but still that is a matter of opinion, is it not?—Quite so.

1011. Your colleague, Mr. Cooney, was in favour of your society, the Scottish Shopkeepers and Assistants Union, making themselves responsible for finding out what is the will of the two-thirds of the shopkeepers in any particular trade. Do you think you could make yourselves responsible for that? It is rather a large task, is it not?—Yes, it is a large task, but at the same time it is a task worthy of being taken in hand, I think. Of course the hardest part of it would be at the beginning; and I think, seeing that the organisation is in existence and has had to take an active part in this work, it would be a natural piece of work to continue, in the first instance at any rate. After that, different divisions might form organisations of their own.

1012. When you say different divisions might form organisations, do you mean organisations of a similar nature to yours?—Yes, or committees subordinate to the central society; a central board of directors, and committees for different divisions possibly.

1013. People engaged in an early closing movement?—Yes, practically.

1014. It is conceivable that there should be other people on the opposite side. Suppose there were a dispute as to whether you had really two-thirds majority or not, to whom would you refer that dispute?—I suppose there should be some provision made for arbitration.

1015. There is the provision in Clause 4 of the Bill, which refers it to the central authority.

Mr. *Tennant*—continued.

Who would be the central authority? The Bill makes the central authority the Local Government Board; are you in favour of that?—Of course, the Local Government Board is very far removed from a centre like Glasgow.

1016. In Scotland there is the Secretary of State for Scotland, and he has got the Scottish Local Government Board?—Yes; I do not think there is any objection to that at all.

1017. You must anticipate that you will have disputes?—I suppose there may be a little difficulty.

1018. You have just admitted that there are very great difficulties in working out the details. Is it not your opinion that you are pretty certain to have disputes?—Yes. I was thinking more particularly with reference to the two-thirds majority of which you spoke last.

1019. It is conceivable that you should have it denied by a section of the community that you had two-thirds majority, and that all the signatures, for instance, were genuine?—Yes, in that case I should think it might be preferable that the Sheriff of Glasgow instead of the Secretary for Scotland should deal with the matter.

1020. The Town Council?—No.

1021. The Sheriff?—The Sheriff would be a natural and an independent authority.

1022. You are in agreement with the last witness that this Bill should apply, as it does, to trades, and not generally to the whole of the shopkeepers in Glasgow?—I think it should apply to particular trades. Some of them have different hours of closing from others at present. The saddlers, for example, close at six o'clock just now.

1023. Can you tell me how many inspectors under the Shop Hours Act there are in the service of the Corporation of Glasgow?—No, I cannot tell you exactly, because I think they have empowered most of the sanitary inspectors to do that work.

1024. Would you give these inspectors the power of entry to any shop which they had reasonable cause to suspect was being worked in after the shutters were up?—I think so; I think it is reasonable.

1025. You would give them the power of entry; the last witness, I think, was in favour of the constable having that duty?—No, I am more in favour of an inspector than of a constable.

Sir *Blundell Maple.*

1026. What are you?—I am a merchant in the city of Glasgow.

1027. A retail shopkeeper?—Yes, and a wholesale shopkeeper as well. I am a tea merchant, a wine merchant, and an Italian warehouseman.

1028. You have more than one shop?—I have two shops.

1029. What time do you close?—At eight o'clock in one, and at seven o'clock in the other.

1030. How many assistants have you altogether?—About 20 in the two places.

1031. You just now explained to Mr. Corbett, with reference to the question of the half-holiday, and the congress that was held at Nottingham, as to the shops which now close on Saturday for a half-

Sir *Blundell Maple*—continued.

a half-holiday, not being compelled to be closed on any day for a half-holiday. Do not you see that there would be great difficulty on that point?—Do you refer to a particular class of shops.

1032. Supposing certain boot shops closed for a half-holiday on Saturday now, and the other boot shops in the district decided to close on the Wednesday. Mr. Corbett refers to a clause that a shop now closed on Saturday, should not be compelled to close on Wednesday?—I think what he referred to was a general trading establishment, not a boot warehouse.

1033. Any trading establishment that keeps boots would, according to this Bill, if the other boot shops outside closed on Wednesday for a half-holiday, also have to close on Wednesday, would they not?—To close that particular department?

1034. By Clause 5, they would have to close the whole shop?—There might be a little difficulty.

1035. How could they go, for instance, into Messrs. Shoolbred's, who sell boots, to buy boots on a Saturday and not pass through the other departments? A customer would have to pass through the shop, would he not, to get to the boot department?—I do not think it is likely that any trader would think of closing a number of shops for the purpose of keeping one open. I should imagine he would be more likely to close one department than to keep the others open.

Mr. *H. L. W. Lawson.*

1036. With what cities or towns are you intimately acquainted?—With the City of Edinburgh and the City of Glasgow.

1037. I may take it the answers you give apply to those places?—They do.

1038. Do you believe that generally the hours of labour of shop assistants in those are excessive?—I do.

1039. Do they extend to such a length as an instance given last time from Manchester, where the witness said that the shop assistants in a grocer's shop worked 104 hours a week, an average of 17 hours a day?—That seems a very large amount.

1040. What would be the average hours worked by an assistant in a grocer's shop in the places you have mentioned?—I have, myself, when an apprentice, worked from eight o'clock in the morning to half-past nine each night in the week, and till half-past eleven on Saturdays.

1041. Is that the custom now in the trade?—Last week I took a walk through a district near my own place of business for the purpose of seeing how late the shops were being kept open, and I noticed that a great many of the provision shops were open till half-past nine, and showed no appearance of closing.

1042. Does that mean that the assistants in those shops would work from eight to half-past nine?—I went into one shop, and interrogated a young man who told me he had gone on duty at eight o'clock in the morning and would not be closing till a quarter-past ten. He had some hours off for meals; but, of course, that is a very long time all the same.

Mr. *H. L. W. Lawson*—continued.

1043. Have you read the reports of the other Committees of the House of Commons that have inquired into this question?—No.

1044. Taking 1886, the date of the first Committee which inquired, would you say that things have become worse or better since then?—They seem to me at a standstill in certain districts.

1045. In others, then, they are better?—Possibly. In some of the higher class residential districts I think there is a slight improvement.

1046. Is it the custom to adopt the weekly half-holiday in certain trades?—No, we have no weekly half-holiday.

1047. No early closing on special days?—Not in Glasgow, but there are some in some of the country towns throughout Scotland and in several throughout England.

1048. Would you say that there are particular trades that are much worse than others in respect of the length of hours during which the shops are open and the assistants at work?—Yes, there are. The grocery trade and butchers' shops both have to work their assistants very long hours.

1049. Would you confirm what was said by the last witness, that the bigger establishments habitually closed earlier than the small domestic shops?—Yes, I do notice that in Glasgow. The larger shops close earlier, especially in the centre of the city, where they usually are situated.

1050. You are well acquainted with this Bill, I suppose?—Yes, I have gone through it.

1051. Have you considered whether the object aimed at by your association of shortening the hours would not be better met by a provision limiting the hours in shops for all persons on the model of the Act now on the Statute book?—I very much prefer the system of voluntary local option as provided for by this Bill.

1052. It is not voluntary in the sense in which the word "voluntary" is used with regard to legislation. It is rather what is called optional?—Yes; well, local option I prefer.

1053. It is compulsory, in case the local authority decrees that it shall be so?—Yes. Of course the local authority is usually representative of the people.

1054. It is admitted that it is the aim of legislation to prevent these excessive hours of labour. Would that not be better attained by using the existing machinery, created for the old Act, and widening that Act to include all persons, and not only young persons, that is, persons under the age of 18?—I think not. The instance that strikes me just now is this: in the event of that being done, it would not operate in the case of these domestic shops, where the husband and wife, for example, do the work themselves. They would not reap the benefits that this Act would otherwise confer upon them.

1055. It is asserted by some, and admitted by many, that these particular persons are opposed, or that anyhow, a large number of them are opposed, to this compulsory legislation?—I have often noticed that some people are opposed to legislation until it has become law, and afterwards they have entirely altered their opinion, and are very thankful for the altered circumstances.

1056. In

Mr. *H. L. W. Lawson*—continued.

1056. In their case of course there is nobody forcing them to work?—No.

1057. There is nobody making it a condition of their employment that they shall work; they do it of their own free will?—They feel that it is necessary for their existence in many cases. There was one very striking instance of advantage in the case of shortening hours in Scotland which occurred in my own knowledge, that was the shortening of the hours of licensed houses throughout the country districts, bringing them down from 11 to 10 o'clock. I know that many people are very glad indeed now that that Act was passed and they are reaping the benefit of it. They had to keep their doors open till 11 o'clock in the country inns, though there was no one coming in at all. Now they close at 10 o'clock and life is far more worth living.

1058. Such a provision as I suggest would of course cover cases that are not covered by this Act, where persons are employed, as the old report said they were, in work-rooms attached to shops, or packing-rooms attached to shops, which would not of course come under this Bill; you might close the shop but you would not necessarily close the packing-room?—If the packing-room were to form part of the shop, I should think it would have to be closed too.

1059. I suppose closing the shop would only be closing it to the public?—Yes.

1060. What do you mean by closing the shop?—I said to begin with that I meant dealing with the public.

1061. It would not cover the case of people employed in packing-rooms?—Would not the Shop Hours Act cover that?

1062. No, I believe not. It would cover work-rooms, but not packing-rooms, I suppose?—I rather think it does.

1063. Anyhow you are not in favour of extending the principle of the Factory Acts and of the old Shop Hours Act, but you prefer to do it by closing?—I do.

1064. You do not think you would be inflicting any hardship on the working population of a place like Glasgow?—No, because the shopkeepers, as far as my experience goes, are all most anxious to consider the interests of their customers, and they would agree to no arrangement that would in any way go against them.

1065. The last witness said that the working people left off work, we will say as a rule, about six; if the shops were closed, as the last witness anticipated in consequence of this enactment, at six, the men or women would not be able to shop except by deputy?—But six o'clock is the earliest hour that can be fixed. One district, for example, a working-class district, which is closing at present at 10 o'clock agreed to close at eight, reducing the hours from 10 to eight. In a western and residential suburb which is now closing at eight, they might reduce it from eight to seven, or from seven to six.

1066. Then you anticipate that under the Bill the local authority would always fix the hour at a time later than the generality of people leave off work?—Yes; that would be the interpretation that I would put upon it.

Mr. *H. L. W. Lawson*—continued.

1067. The working-men or women would have to go straight to shop from their work?—Working people as a rule do not do their shopping every day. Some days they might have to go straight from their work.

1068. Of course the conditions of trade in a big shop where many assistants are employed, and in a small shop, are quite different, are they not?—They are.

1069. In the one case there might be a brisk business all day, and in the other case there might be no business?—Yes, it varies.

1070. Would you say that the average small shopping trade is only done in the evening; of course, I am speaking of Scotland?—In most shops there is a period in the afternoon where business is in a manner suspended.

1071. Is it the case that a great part of the business of a small shop is done, we will say, after seven o'clock?—I believe that may be so in certain districts. I cannot speak from personal experience of that.

1072. What would you say?—I daresay there is a good proportion of it in certain districts done after seven.

1073. It is quite clear that if this Bill were enacted the local authority would have to be very careful in dealing with working class districts, or else they might exclude trade?—Yes, I should think that considerable care would be taken by the traders themselves. They know what hour would suit the customers to close the establishments, and in considering that they would indicate which hour would suit.

1074. Would it not be a more elastic provision to limit the hours of labour of all persons, not merely young persons, in shops rather than to close the shop?—Well, I do not like it I confess.

Mr. *Edwards.*

1075. Why do people shop late?—Procrastination has a good deal to do with it.

1076. It is not merely that they only get their money just in time to go shopping late?—No; I think it is only on certain days that that is so.

1077. They get into a bad habit of shopping late?—Yes.

1078. They could very well do it by coming earlier?—Yes.

1079. Without any discomfort to themselves?—Yes.

1080. Is it the habit for a man and his wife often to be so employed as to be away from the house, and to have to go straight from receiving their wages to the shop; is it not oftener the case that a man has his wife or daughter to look after his house?—Yes, that is so.

1081. And they would be able to come and shop at their own time?—Yes.

1082. You were speaking just now about bakers; you would not interfere with work done after shop hours; you only want to close the shop at a certain hour with regard to the public?—Yes.

1083. Would that throw more work on bakers and on shop assistants than closing at a later hour would do?—I fancy by earlier closing the employers would require to provide additional

Mr. *Edwards*—continued.

assistants to get through the work within the shorter hours. I would not anticipate that more work was to be done by the assistants after hours than was actually necessary.

1084. You would say this, then, that, although shops close late now, work is going on constantly by the assistants that cannot be done except at a certain hour?—There are certain arrangements that have to be completed after the place is closed occupying half an hour.

1085. Do you think early closing would increase this to such an extent that it would make the difference between the closing of the shop under early closing and the time when these people's work is at an end greater than it would be if the shop were closed later?—No.

1086. Would it be longer after the shop is closed than it is under the present system?—No; there would be no advantage to the assistants if that were so.

1087. It is the desire of these people to have them closed?—Quite so.

1088. And it is the desire of these people to have it closed?—Yes.

1089. Now, what is the general objection that you meet with to early closing in the trade?—There is not a general objection. Take, for example, a certain district; a section of the shopkeepers in a particular district agree among themselves that they should like to close their places of business at a particular hour, and they go round, I have seen the operation tried, and they succeed fairly well until they come to two or three men, who say, "Oh, no, it does not suit us; and we don't see our way to close at this particular hour."

1090. Why?—They do not give a specific reason. They know they possess the power of refusing, and they refuse.

1091. It has never occurred to you to inquire whether they serve a class of people who only do their shopping habitually later, or whether the people holding out against early closing serve the same class of customers as those who agree to early closing?—I am speaking of instances where they are all serving a similar class.

1092. You find the recalcitrant man who will not close and the one who holds out like the obstinate juryman, that he can compel all the rest to fall in with him?—Yes.

1093. I suppose that is the reason why you consider it is not more unfair for the majority who wish to have early closing to compel him to close early than it is for him to be in a position to compel them to close late?—I think the one is as reasonable as the other; in fact, more so.

1094. In small towns you think things are better?—They have half-holidays in small towns that we have not in large cities.

1095. How do you get over the fact that even in small towns you have late shopping on Saturday night?—It is an old custom, of course, this late shopping on Saturday night, which is sometimes a difficult thing to get over.

1096. Is there any reason for the customers staying away till late; is there any advantage to gain?—No, not a bit. We know this, that they take their excursions and go out in the country, and do their shopping when they come back.

Mr. *Edwards*—continued.

1097. Is there any particular class of goods which a man gets cheaper by shopping late?—There is a little in that. Some perishable goods at the last hour may be got cheaper, but that class of customer is not worth speaking about.

1098. You cannot give any reason why there is the fact that in small country towns shopping is done late on Saturday night?—I do not know that it is done any later in a small country town than in a large city.

1099. Not later, because there would be no reason for that, but it is done at a later hour than usual?—I fancy it is.

1100. You cannot account for that?—No.

Mr. *Samuel Smith.*

1101. I am not clear about the force of Clause 5, and I should like to ask you a question about it: "A shop in which trades of two or more classes are carried on shall be closed for the purpose of all such trades at the hour at which it is by any order made under this Act required to be closed for the purpose of any of them." Take the case of one of these large places that carries on a great number of trades, several shops combined under one head, as it were, with a drapery department, a shoe department, a bookselling department, and so on. Supposing in the town it is agreed by all the booksellers to close on Monday afternoon for their holiday; by all the bootsellers to close on Tuesday afternoon for their holiday, and by all the drapers to close on Wednesday afternoon for their holiday, and so on. According to this clause, it would look as if this large shop would require every day in the week for a half-holiday at one o'clock, because there would be always one of those departments that would have to be closed, which is solely devoted to a particular trade. Am I right in understanding this clause would oblige this large shop to close every day of the week at one o'clock?—A special provision would be required to be made for dealing with those larger shops by some method or other. Power might be given to the local authority to grant a special license for a large establishment like that to close on a particular day; it would never do to have them closing every day in the week.

1102. But there is no provision in the Bill made for this?—That would be something worthy of attention.

1103. Is it not a defect in the Bill not to make provision for a case which is of common occurrence now-a-days in all our large towns where there are shops that carry on quite a number of businesses. It may be a bad thing to do so, but still it is a fact that they do?—Yes.

1104. And according to this Bill, those shops might be closed every day in the week at any moment, because there will be always some of the single shops in the town closed on some day, carrying on a similar business to one of these departments. It seems clear that there is no provision made in that Bill for such a case as that?—No.

1105. Do

Mr. *Cameron Corbett.*

1105. Do you think the Nottingham provision that such shops should have power to appeal to the local authority to fix a special day for them, and exempt them from closing the rest of the week, which was accidentally omitted from the Bill, would meet the case?—I think that would meet the case.

Mr. *Samuel Smith.*

1106. The next thing that would happen would be this. Supposing the bootmakers' shops all closed on Wednesday, and the other large shop that also sells boots selected Saturday as its closing day, then all the people that wanted boots on Wednesday would be able to go to this large place, and the small shops would lose their customers?—I fancy the percentage of those going to the large shop on Wednesday would not be very great, and the community, if they have any sympathy, would be more likely to sympathise with the bootmakers who close on the early day.

1107. You think you would be willing to accept the result of that?—I think so.

1108. Then with regard to the question of unification as against the division of towns into districts, I think you said you were rather in favour of the division of Glasgow into a certain number of districts?—Yes, I quite approve that.

1109. Each district would select its own half-holiday?—Yes, I prefer that.

1110. So that it might happen, of course, that along one street the shops would be all closed on a certain afternoon and all open in another street alongside them?—Yes.

1111. The result would be that the people would go from the shops that were closed to the shops that were open; but then, I suppose, that would balance itself, because the shops open that day would be closed some other day, and so you consider, perhaps, that on the whole no injustice would be done to anyone?—I think so, and purchasers, as a rule, go pretty much to the same shop regularly and do not deviate from it, and go across the way except under exceptional circumstances.

1112. Even if that shop were closed?—If they knew it was about to close they would make the necessary provision.

1113. Would not it be better for the general public to adopt a system of closing by districts. Supposing Glasgow were put into one district, and the whole of the trade was stopped on a particular day at one o'clock in the afternoon, might it not happen that some people might have forgotten, or might have a special requirement for some extra provision, and find it very inconvenient to find no place to buy bread; whereas if the place were closed in districts they would only have to walk half-a-mile into another district and get the bread?—I said I was in favour of the districts in preference to the unification.

1114. You think it would meet the difficulty I am speaking of?—Yes.

1115. You recognise that that is a real difficulty?—I see very little difficulty in people making the provision. As I say, I have found the people when the shops are closed on certain days make the provision necessary the day before. It is usually intimated to them.

Mr. *Samuel Smith*—continued.

Customers have it intimated to them regularly by some means or other, either by messengers or notices of some kind.

1116. You have spoken about the great length of hours worked in some shops. Are not all shops at present under the 74 hours' rule for young persons?—Persons under 18; yes. All shops are.

1117. And the dismissal of the young persons must involve the closing of the whole shop?—No; because the number of hours are spread over the week, and an arrangement is made for relieving so many each day.

1118. The 74 hours include the whole hours?—Yes.

1119. How much of that time is given for meals?—Two hours per day I think as a rule, and that number of hours they got off to bring them within the Act.

1120. Is there any provision in this Bill that would deal with a more rigorous enforcement of Sunday closing?—No, I do not think so.

1121. A great many shops are open in some parts of the town on Sunday?—Yes.

1122. Is it not the case that great complaints are made by shopkeepers that they are obliged to open their shops on Sunday to stop their customers going to other shops?—I have not met with shopkeepers who have expressed that opinion.

1123. Have you many shops open on Sunday in Glasgow?—Only of a certain class. There are a few tobacconists' shops; chemists' shops are open between certain hours; and then some confectionery or Italian ice-cream shops, or something of that description.

1124. I have noticed in some of the English towns in the poorer quarters, almost all the shops are open now on Sundays?—I do not see any special reason for their being open on Sundays.

1125. Would you like to have any provision in the Bill more rigorously restricting the opening of shops on Sunday?—I do not know that I would. I think that possibly the power which the Bill would give of ordering the shops to be closed, or agreeing that they should be closed, at certain hours could be made applicable to Sundays as well as to other days.

1126. You think a power of that kind can be made applicable to Sunday?—I think so.

1127. Is it not impossible to make sure whether the Bill would cover that question or not?—That point did not strike me before, and I have not thought it out, but I think it will.

1128. There is a certain discretion to the local authority that, supposing the shopkeepers were to agree by a two-thirds majority to close the shops at six o'clock every night in the week, and the local authority thought that six o'clock was too early, they could refuse?—Yes, that is so.

1129. Would the local authority be generally the town council?—Yes, that is recognised in the Glasgow scheme.

1130. That would be a certain security against any too arbitrary a change?—It would.

Mr. *Diamond.*

1131. What do you think would be a reasonable hour to close in a working class district on Saturdays?—

Mr. *Diamond*—continued.

Saturdays?—If we had another half-holiday during the week, I should say 10 o'clock on Saturday night.

1132. There was a witness here from Glasgow on Friday, who said 10 o'clock, as you say, but the previous witness to-day thought that four o'clock on Saturday would not be unreasonable. You are inclined to agree that 10 o'clock would be a reasonable hour on Saturday?—Yes; I think it would be so difficult to change the habits of the people so suddenly from so late an hour on a Saturday.

1133. You do think that this late shopping is purely a matter of habit?—Very largely.

1134. And is entirely a matter of habit?—Yes.

1135. Do you not think there are many people so circumstanced on a Saturday with reference to the payment of their wages, that they would find it difficult to do their shopping or impossible to do their shopping in all its branches before four o'clock on Saturday?—I think it would be difficult to get it all done before four o'clock on Saturday. I am not familiar with the hours at which the different payments are made.

1136. Do you favour the view that the assistants themselves should have no voice in determining this matter, but that it should be left to the tradesmen to say?—Yes; I think it is a matter more affecting the shopkeepers themselves.

1137. You would give one man one vote for each shop?—I say, one man one vote.

1138. I know some of the large towns in England and Scotland, and I will take, say, a draper's. Supposing there were five large drapers' warehouses, employing perhaps 200 or 300 assistants each, and there were 10 small drapers who did not employ 20 assistants altogether. Under the system of a vote for each shop, and the assistants having no voice in it, would not these 10 small shops be able to determine the hours for closing and the day for the half-holiday for the five large shops employing fifty times as many assistants?—Possibly the case of the large shops to which you refer might be met in a similar way to those large general stores that were referred to as dealing in so many different articles, and they could come under a different category.

1139. I am dealing with shops where they deal only, say, in drapery. They are like some of those shops in Buchanan-street, Glasgow, or some of the large drapers in Argyll-street, where they employ a vast army of assistants. The two-thirds majority of the small people would be able to determine the half-holiday for the large shops and also the hour of closing. Do not you think that the assistants being so numerous, and seeing that it is for their convenience and their comfort you are legislating, they should have a voice in a question of that kind?—Well, of course, experience at the present time is that the large warehouses are closing sufficiently early, or nearly so; much earlier than the small shopkeepers.

1140. The large warehouses close early on Saturdays?—Yes.

1141. Supposing that the small shopkeepers in the same trade determine that the half-holiday should be on Wednesday?—Then, if the resolution which was agreed to at the Nottingham Congress is embodied in the Bill, it would provide for these warehouses getting the half-holiday on a Saturday instead of, as determined by the majority, on another day.

1142. But the result of that will be that the five large drapers would be open on Wednesday?—Yes, that is so.

1143. And the 10 small drapers would be closed?—That is so.

1144. And the five large drapers would be closed on Saturday, and the 10 small drapers would be open?—Yes, but it would be a matter of public convenience.

1145. I thought we were legislating for the welfare of the shop assistants?—It is for the community as a whole, but we are specially interested in it; we must not do anything that would militate against the interests of the community as a whole.

1146. You are in favour of giving this option to the local authority. Can you imagine a case where the local traders might pretty well decide by the requisite majority to close the shops at a certain hour, but the local municipal representatives actually interested in the trade themselves might be able singly, or by a small majority, to place an embargo on the decision of the majority of the tradesmen in the locality. Would you not rather be in favour along with the first witness to-day of making this word "shall" instead of "may." If you pass an Act of Parliament and get the requisite two-thirds majority in favour of a certain hour, why should you then go to the town council and say: "You have it in your power to determine that this Act shall not be put in force at some other hour rather than the hour agreed on by those who are affected by the measure." How do you defend giving a town council the option of not putting the law into force after the tradespeople have asked that it should be put in force?—I do not know that there would be much objection to altering the word "may" to "shall."

1147. Making it compulsory on the local authority to carry out the decision of the two-thirds majority of the tradespeople?—I do not think there would be much objection to altering it fairly.

1148. One hon. Member asked you about fixing the hours at so many per day, and leaving the shopkeeper to decide whether he opened or closed his place of business. It has been suggested by some people interested in the question that unless something to this effect is inserted in the Bill: That it shall be unlawful to employ an assistant before the time of opening which shall be specified, or after the time of closing, it will do the assistant very little good. Is that your opinion?—No, I do not think so. People do not want to get into their establishments before the necessary opening hour.

1149. Do not they bring in some of the assistants in large drapery establishments to dress the windows and prepare the stock before the shop opens?—Not as a rule. There are exceptions, as there always are, in any general rule.

1150. This exception would take place principally in large establishments where a large number

Mr. *Diamond*—continued.

number of assistants are employed?—I am not so sure about that.

Mr. *Frederick Frye.*

1151. And they work the shortest hours in the largest establishments?—Yes, they do.

Mr. *Diamond.*

1152. Do I understand you to say they work the shortest hours absolutely for the assistants, or that the shops are open the shortest number of hours; the previous witness stated he knew shops that were closed at nine o'clock, but in which the assistants were worked up to half-past 11 and 12 o'clock; you would not call that in the proper sense of the word early closing, and it certainly would not be the shortest number of hours' work?—No; that is not early closing in the sense I should call it early closing.

1153. How are you to deal with that matter under the Bill; do you not think a simpler way would be to deal with it as I have just suggested, and provide that; it shall not be a legal thing to employ persons before the opening or after the closing, except in certain specified cases, and an exemption might be permitted as it is at present permitted by the Factory Acts?—That might be a reasonable addition to make to give certain exemptions. Of course I have noticed that in banks, for example, which are closed by Act of Parliament at a particular time, at the time of balancing the clerks are employed working till a late hour in the evening, and I do not know that there is any special objection taken to that being done. In the same way I do not know that there would be any special objection taken to shop assistants working at exceptional times.

1154. Why will not that suit you, to get an extension of the present Act making it illegal to employ persons in a shop more than a certain number of hours per day; would you not practically get everything you want for the assistants in an easier way than you will get under this proposal which is to close the shops; but the men may be employed before the hour of opening, or after the hour of closing, for an indefinite period, and you can only check that by a system of inspection about which there is a great difference of opinion; one man being in favour of the police, and another in favour of the local authority, and another in favour of factory inspectors or shop inspectors; do you not think that the weight of evidence seems to be that it would simplify the whole proceedings, if you made it illegal to employ any shop assistant more than a certain number of hours per day, leaving it to the employer to say whether he will keep his shop open and work in it himself for the convenience of the public or not?—I prefer the principle as embodied in this Bill.

1155. For what reason?—My own inclination and feelings in the matter. I do not like to be hedged in by factory inspectors, and all that sort of thing.

1156. Do not you see that under this Bill as it is, you must empower some person to see that the law is carried out, and instead of having a factory inspector perhaps you would have a policeman, who is generally not a fitter person than a factory inspector to deal with the matter?—That is very true. Supposing that were done it does not make provision for the half-holiday, which we are as anxious to have as other people.

1157. You could get legislation for the half-holiday as well?—Then it is embodied here, and we are getting both things at once, or at least we hope to.

1158. With regard to the health of the shop assistants, do you know anything as to the Registrar General's Returns?—I have seen some figures which are satisfactory.

1159. What is the effect of those figures?—It is only from memory I am speaking, but the health seems to be fairly good.

1160. Is it a fact that the Returns put the health of shop assistants at the very top of the tree?—No, I think not quite at the top. There are several others higher, but they occupy a fairly good position, I think.

Mr. *Frederick Frye.*

1161. You were asked just now whether it would not be as well to make it illegal to employ shop assistants before the time of opening and afterwards; are not there certain businesses which at certain times of the year may be obliged to work after certain hours, such as at Christmas time?—Yes, I believe there are certain businesses to which that applies.

1162. Would not that put them to a great deal of inconvenience?—I am not in favour of having the hours limited like that.

1163. Then about the local authority, you suggest that the word shall be altered from "may" to "shall," but there are other people interested in the matter besides the shopkeepers, are there not, namely, the people who use the shops?—I do not make the suggestion that it should be altered, but I thought there would not be much objection to its being altered.

1164. Do you think it would be an advantage to the people who use the shops that they should have some sort of say in the matter through the local authority?—There are always two sides to a question. That might be worth consideration.

1165. Then you said that you would give one shopkeeper one vote?—Yes.

1166. If the man had a number of shops you would give him one for each shop, would you not?—I suppose he would be entitled to that.

1167. Then about the question of Sunday trading; are not there many large cities where a great number of Jews live in certain quarters, and do not you think it would be a great hardship on them to prevent them trading on Sundays?—If the principle were applied to Sunday closing, and if the Jewish shopkeepers had power to agree among themselves to close, then I think that would meet the case.

1168. Then there are certain trades scheduled in the Bill as being allowed to keep open as long as they like?—I think chemists and newsagents are specially referred to.

1169. And public-houses?—They are specially provided for by Act of Parliament now.

1170. There are certain trades who sell the same

Mr. *Frederick Frye*—continued.

same things as the public-houses for consumption at home; would you allow them to keep open?—They would close at the same time as other trades.

1171. Do not you think it would be a hardship to shut them up, and not the public-houses?—I think not; I speak as one having some experience of that.

1172. And then as to the chemists, now-a-days they sell almost everything?—No doubt they sell a good many more things than they used, I daresay.

1173. Would you prohibit the sale of the other things except dispensing medicines in these shops?—I think the medicines only should be dispensed while the other shopkeepers are closed.

Mr. *Diamond.*

1174. I understood you to say you yourself as a trader were connected with the wholesale wine trade?—I have a dealer's licence.

Chairman.

1175. I think you advocate early closing on behalf of the general community?—I do.

1176. Which section of the general community is most interested, or is the "predominant partner," to use a fashionable phrase in this case; is the case strongest in the point of view of the shopkeeper, or the shopkeepers assistants, or the general public who buy at the shops?—I think from my observation that the general public would fall in with it; their sympathies being for shorter hours for shopkeepers, but I take it they are not particularly affected.

1177. Then the hygienic part comes into your calculation; the interest of the health of the shop assistants?—In the shops I have had any association with the arrangements have always been satisfactory; but I have not had much experience of other people's. I fancy that a good deal of consideration is given in Glasgow to the health of the assistants.

1178. Do you think a part of the necessity for early closing is based on the fact that later hours in shops mean degeneration in the health of the shop assistants?—I do not know that I would go the length of saying that it affects their health,

Chairman—continued.

but it certainly affects their life as a whole. They do not enjoy the same privileges that other people enjoy; they have not the same time for improving their mental condition, or enjoying the other different phases of life that other people have who are off duty earlier in the day.

1179. One honourable Member referred to the Registrar General's Returns, and made out that the shop assistants were about the healthiest and most long-lived persons; I believe those Returns are purely Returns of life and death?—Yes.

1180. They do not give you any notion of what the condition of health of a person is as long as he is alive?—No.

1181. Then a man or woman may be in a bad state of health, though according to the Return of deaths he may be at the top of the list?—That is so. I should like to qualify the reply that I made. I was thinking particularly of the grocery trade at the time, but I understand the drapery trade is a much more unhealthy one than the grocery trade.

Mr. *Frederick Frye.*

1182. Do not you think there has been a great improvement of late years under the voluntary system, and that the hours are much shorter than they were 20 years ago?—No, I do not.

Mr. *Kearley.*

1183. Do I understand you to say you have not found any great improvement under the voluntary system?—I do; I have seen no great improvement.

1184. That is why you are in favour of some compulsory measures being adopted?—Yes.

1185. In your experience do you find that one man in a trade is able, practically, to keep open a whole town?—Yes, I have seen it so.

1186. You think if some legal power was given for a uniform hour of closing fixed amongst the traders, that would be beneficial?—I think it would be very beneficial.

1187. Is it your opinion that that would be the only way of shortening these hours?—It is the only method I have seen that is at all likely to be successful.

Mr. EDWARD DAY, called in; and Examined.

Chairman.

1188. You are the secretary of the West Yorkshire Federated Chamber of Trade?—Yes.

1189. I take it the object with which you come here is to give the Committee an account of the mode of procedure as regards early closing and half-holidays carried on in some of our large commercial centres?—Yes.

1190. Before I ask you questions as to individual cases, would you like to make a general statement as regards the opinion of your chamber of trade as regards the question of this particular Bill?—The general opinion of the chamber, which represents some 16 different tradesmen's associations in Yorkshire, has been in favour of the Bill ever since it has been

Chairman—continued.

brought before the House. Year after year they have passed resolutions in favour and hoped that it would pass, and I have got now the evidence of the different associations themselves as well as from the general chamber.

1191. Is your association in favour both of the general principal and of this particular Bill of Sir John Lubbock's?—They are.

1192. Then, perhaps, it would be most convenient if I go through the different towns and ask you to give us a short statement of the procedure there as regards half holidays and hours of closing, and the opinion in favour of Sir John Lubbock's Bill; the first, I think, is Batley?—Yes.

1193. The

Chairman—continued.

1193. The Tradesmen's Association of Batley has made a statement?—Yes.

1194. Perhaps you will tell us that?—The Batley Association close on Wednesdays unanimously with the exception of confectioners and tobacconists and pawnbrokers, but the pawnbrokers close on Thursdays. The hours vary from 8 to 8 during the week except Friday. On Friday, it is 8 to 9, and Saturday 8 to 11. The association is undoubtedly in favour of Sir John Lubbock's Bill, and would gladly welcome it.

1195. Then the next is Brighouse?—The half-day closing is on Tuesdays at 1 o'clock, but there are exceptions, principally the small shops, sweet shops and tobacconists. The association reports that they without doubt are favourable to the general provisions of Sir John Lubbock's Bill, though they perhaps do not agree with all the details.

1196. Then Castleford?—That is principally in the coal mining and glass working district. They say their half holiday is fairly general, and the association is in favour of compulsory legislation on the subject as provided by Sir John Lubbock's Bill. The hours on other nights vary considerably.

1197. Then Cleckheaton?—The half holiday is fairly generally established in Cleckheaton on Wednesdays at 1 o'clock. The drapers, grocers, tailors, boot and shoe dealers and hair dressers close, but the ironmongers, confectioners, and butchers remain open.

1198. Then Heckmondwike?—The half holiday there is at 1 o'clock on Wednesdays except ironmongers at 5 o'clock. The pork butchers and confectioners do not close. The association favour compulsory legislation, and have passed a resolution in favour of Sir John Lubbock's Bill.

1199. Then Dewsbury?—In Dewsbury, the half holiday is fairly general on Wednesdays at 1, only a few in various trades keeping open. The hours for other days vary from 8 to 9, and Saturday 8 to 11. The association has been in favour of compulsory legislation, but has just recently passed a resolution not to support Sir John Lubbock's Bill, fearing that if the requisite majority of two-thirds (who are small shopkeepers in the outlying districts) could not be obtained it would disturb the present voluntary arrangement. Perhaps it would be useful to the Committee, so that you may see the principle on which I have done this, to read the letter itself. "Dear Sir,—In answer to yours *re* the half holiday and Sir John Lubbock's Bill, my committee after carefully considering the matter have come to the conclusion that the association cannot support the Bill, inasmuch as it gives the power to a two-thirds majority, and thus leaves tradesmen in the centre of a town in the hands of the small shopkeepers outside, who by keeping open have nothing to lose but all to gain to the disadvantage of the other tradesmen in Dewsbury. The half-day closing is a mutual agreement and is unanimous, all closing, even the tobacconists; therefore, we as a body, would not like any disturbing element in our midst, as we feel as tradesmen the great boon of the half holiday, and do not wish to place ourselves at the mercy

Chairman—continued.

of some unscrupulous small shopkeepers who probably by their vote would take our much-enjoyed privilege from us."

Mr. *Diamond.*

1200. Does that mean that they are afraid that this Bill would really prevent them from getting their present half holiday?—It might interfere with it. They have it at present, and are afraid it might interfere with it. I think it is a mistaken notion.

1201. Can you see how it would compel them to open if not desirous to open?—It is quite a mistake, but I thought I ought to read the letter. This resolution was passed quite recently.

Chairman.

1202. Then Halifax?—We have a half holiday here. Some trades close on Monday at one o'clock, and the majority of trades on Thursday at one o'clock. The closing is pretty general in the main streets of the town, but in the side streets and the outskirts and suburbs it is neither generally observed nor is it observed at all punctually, many of the shops re-opening at six o'clock after closing at one o'clock. Our association heartily approve of Sir John Lubbock's Bill as far as it goes, as we consider that if it errs it is on the side of leniency, and while averse to any legislation which will at all cripple or fetter legitimate trade, we feel that compulsory legislation would remove what is often considered an injustice and a source of irritation and friction between traders, and that uniformity of closing can only be secured by Act of Parliament.

1203. Then Birstal. Is that a large place?—It is a manufacturing place of some few thousands. Several of the principal tradesmen close on Tuesdays at one o'clock, nearly one-half keeping open. On other days the hours are from 8 a.m. to 8 p.m., Fridays 8 a.m. to 9.30 p.m., and Saturdays 8 a.m. to 11 p.m. There is a general opinion in favour of legislation, as if an Early Closing Bill were passed it would help many who wish to close but now keep open on account of rival shops in the same trade refusing to fall in with the movement.

1204. West Town, Dewsbury?—Our Tuesday half holiday is still in operation, but the movement so far as West Town is concerned is anything but unanimous, the percentage of those who keep open being about half. The time of closing on other nights varies from 8 to 11 o'clock. As the association has not met since the receipt of my letter, my informant cannot say what their views are on Sir John Lubbock's Bill.

1205. Pontefract?—A half holiday was started a few years ago, but one or two kept open, which caused a certain amount of unpleasantness; but another effort was made, and now the principal shops close at one on Thursday with the exception of two tradesmen, one of whom closes at 4, the other at 7 p.m., and although, as an association, we have not supported by resolution the Early Closing Bill, we believe it might probably be beneficial.

1206. Sheffield?—The Early Closing Association have adopted a half holiday on Thursday,

Chairman—continued.

at two o'clock, and, outside the grocery trade, this is fairly successful; but in the grocery trade some close at two, others at four, and a great number of off licences not before 11 o'clock and 10 on Sunday. The trade have been called together in order to obtain uniformity, but it was found impossible to succeed with a voluntary arrangement, and the meeting resolved to support Sir John Lubbock's Bill. Hours generally from 8.30 a.m. to 8 p.m.

1207. Bradford?—There is no general tradesmen's association, but there is a grocers' association (Mr. Whitehead of North-parade, Bradford, secretary). The grocers, ironmongers, and pawnbrokers are the only trades who close for a weekly half-holiday. About five-sixths of the shops remain open. The number of hours worked will average 70 hours per week, with one and a quarter hours off for meals each day.

1208. Leeds?—There are a few tradesmen who close a half day per week, but it is not in any way general and must be described as a failure. We have no tradesmen's association and it has to be left to individuals.

1209. Huddersfield?—We have a weekly half holiday at one o'clock in operation but it is not unamimous, several refusing to close, and whilst the grocers, bootmakers, tailors, and hair dressers close at one o'clock, drapers keep open till four o'clock. We have no tradesmen's association here, so no expression of opinion has been made on the subject of Sir John Lubbock's Bill.

1210. Keighley?—The half-holiday movement has been in operation here during the past six or seven years and is a success. It is one of the principal planks in our association, and consequently Sir John Lubbock's Bill is generally approved.

1211. Hebden Bridge?—Our half-holiday movement is still in operation and has become more general since our association has been formed. At one time nearly all trades were included, but one particular tradesman, an ironmonger, refused to close, causing the others in the trade to keep open. The hours during the week are 8 a.m. to 8 p.m.; Fridays, 8 a.m. to 9 p.m., and Saturdays, 8 a.m. to 10 p.m. Our association is in favour of compulsory closing of all shops as per Sir John Lubbock's Bill, and are pleased to give their hearty co-operation in support of the same.

1212. Ossett?—Our association is unanimously in favour of compulsory legislation as proposed in Sir John Lubbock's Bill; we have a half-day closing on Wednesday, but it is not as general as we should like; we hope the Bill will provide that persons are not served at the back door after hours, as we find this is a great drawback to general closing.

1213. Sowerby Bridge?—We have the half-holiday movement in operation in this town amongst the principal shopkeepers and traders, but there are small tradesmen who keep open to the detriment of their neighbours close by; I may say without hesitation our association is in favour of legislation according to the general principles laid down in Sir John Lubbock's Bill.

1214. Shipley?—We have the half holiday in operation here on Tuesdays at one o'clock; the principal tradesmen close, but there are a large number who do not; we are in favour of Parliamentary legislation and have passed a resolution in favour of Sir John Lubbock's Bill.

1215. Wakefield?—Tradesmen have for many years tried to get the weekly half holiday without success, until in 1893 a public meeting of traders was held, at which the tradesmen mustered in force, and it was decided to issue a circular to all tradesmen, asking for a reply as to whether in favour or not of a half holiday, what hour they suggested, and whether for the summer months only, or all the year round; The result was that Wednesday at one o'clock was recommended by 140, as against 50 for other days of the week, and as to whether it should be for summer months only, or all the year round, there were 156 in favour of the latter and 36 for the former; there were in round numbers 200 in favour of closing, and about 12 against; in June the closing commenced, though several for a time kept open; but after a few months the whole arrangement fell through, but in the spring of 1894 an attempt was made to close at 4 o'clock, but this is a long way from being unanimous; the hours on other days vary amongst tradesmen; generally 8 a.m. to 7 or 7.30 p.m., except Saturdays 8 to 11.

1216. Now I may ask you this: are these particular associations to your knowledge responsible bodies which fairly well represent the tone of feeling of the commercial trading community of these localities?—I believe they do. In Wakefield we have something like 220 tradesmen who are members of the association and they are all tradesmen and no assistants. The leading tradesmen are really now the backbone of the association and represent the feeling of the tráders generally.

1217. Do you think these statements are not only statements of the opinion of individual associations but in some way reflect the general feeling of the trading community?—Quite so.

1218. Have they taken means to find out by public meetings or otherwise, what the trading community think of this question?—As regards Wakefield the result was as follows. Taking the answers received to the circular for closing at one o'clock there were 138; for two o'clock, 19; for three o'clock, 2; for four o'clock, 31; for the summer months only, 36; for all the year round 156. And when we asked about the different days there were two for Monday; 32 for Tuesday; 136 for Wednesday; 11 for Thursday; and 6 for Saturday; and I think only some 12 or 14 that were against.

1219. Have you anything else that you would like tc state to the Committee?—We are anxious that in any Bill that is passed there should be provision made that customers should not be allowed to be in the shop after a certain hour, and customers should not be allowed to be served after hours, because that is a very important thing. Also we are strongly in favour of the clause which provides that, if there are two trades carried on, they should close for both trades. There are a great many newsagents who are also tobacconists. The tobacconists are all excepted, and where they sell newspapers if they also

Chairman—continued.

also sell tobacco, they would be freed from the Bill if that clause did not operate.

1220. You would like some restriction placed on the hours of work after the shutters are put up?—Yes.

1221. That is not in the Bill. Would you like some provision to be inserted, placing some restriction on the amount of work done?—Not exactly the amount of work, but providing that the customers should not be served after hours.

Mr. *Diamond.*

1222. You said that where there were two trades you would like the shop to be closed for both?—Yes.

1223. Have you considered the number of cases, a small number, where they have half-a-dozen trades carried on in one establishment, drapers, grocers, and provisions, and all that kind of thing. How would you deal with a shop of that description?—We should wish to deal with it exactly the same as it is dealt with in the case of the Co-operative Stores. They have five or six different branches, but they close them all at the same time. If not it would make it probable that they would be able to get their goods from the one shop to the other.

1224. Is your experience to this effect, that in a town where the half holiday takes place, generally all classes of tradesmen join in with it, and generally on the same day?—As regards most of the towns who report, we find no difficulty about their closing at one time, with the exception of the butchers. They close on Mondays because they have got all their meat sold off on the Saturday night, and their market is on the Wednesday for buying the live beasts.

1225. Butchers close on the Monday?—They are in favour of the movement, but they have to have a separate day from the other trades.

1226. That is the point; the butchers close on Monday, and then the grocers and general traders close on Wednesday; in an establishment where they keep butchers' meat and groceries, would you have them close on both days, or how would you manage in regard to that class of tradesmen?—Whatever they did on the one day, if they did such a thing, but we have not such a thing as a grocer's and butcher's, we should expect them to close both departments on one day.

1227. In some of the larger towns they have such things?—I believe there are co-operative societies where they have a butcher's department, but taken generally, it is very rare.

1228. What you have to meet in this Bill is the difficulty of the details; although the principle may be conceded, the carrying out is the important matter, and I think it is most desirable that a practical man like yourself should give the Committee light with regard to these special cases?—I think in the cases you mention, they could be shut up separately, for this reason; it would hardly be likely that the grocer's shop would have the same opening as the butcher's would, because one would require to be closed, and the other requires to have a good deal of fresh air, and to be open. The butchers' shops are almost open, so as to have a draught through.

1229. What I want to know is this: the

Mr. *Diamond*—continued.

butchers, you tell me, close on Monday; the grocers, you tell me, close on Wednesday. There are men, we will take it, who are both butchers and grocers. Would you make them close on Monday with the butchers, and on Wednesday with the grocers, or give them an option?—Not if he could close one entirely. If he could close the butcher's shop free from the other, we should not expect him then, as long as he closed it for the grocers on Wednesday, when the others closed, but we should look to him to make him close for the purpose of both on the same day—if he had not a separate department so that he could close them separately. I mean, if this was his butcher's shop on one side and his grocer's on the other side, and the public were obliged to come into the same premises for the meat, we should expect him to close on the Monday. If he liked to close on the other, that would be his own option.

1230. You would not expect him to close on two days because he happened to be doing both trades?—No, not without he liked.

1231. You would give him the option of closing on one day only?—We should want him to close on the day that the general trades closed, not on the other.

Mr. *H. L. W. Lawson.*

1232. You mean, close one department?—No.

Mr. *Diamond.*

1233. You said that where a man carried on two businesses under separate roofs, you would close his butcher's shop on the Monday, and close his grocer's establishment on the Wednesday; but you have not made it clear, where the two businesses are under the same roof, whether you would make him close both places on Monday with the butchers, and both places on Wednesday with the grocers. Try and follow that point, and make it clear, because I have had some difficulty with it?—If he could not close those separately, we should expect him to close on the day the general trades closed. He could please himself about the other day, if he liked to close on Monday as well.

1234. You would allow him to be open as a butcher's on the Monday as long as he closed on Wednesday, with the grocers?—Yes.

1235. You would allow him to keep open, if he liked?—Decidedly, if he closed both establishments on the Wednesday along with the other trades.

1236. What would happen to the butchers; the butchers would say: "Here is a man who is keeping open on the Monday when we are all closed;" and they would say, "That is not fair to our trade;" and then they would begin to break through the general regulation?—Then you would have it, on the other hand, that you would have regulations broken through in the other case because a man who kept a grocer's would break through the other regulation. You are bound to meet it in some way.

1237. That is the thing I am anxious about, to see if you can reconcile these conflicting elements in the Bill?—You could only settle it by putting a partition up and making the two shops separate.

1238. Make him divide the premises?—Yes.

I have

Mr. *Diamond*—continued.

I have a shop in my mind now, of which there are many instances, where there is a grocer's and a draper's. In many places they have different departments. Sir Blundell Maple was asking this morning about Shoolbred's. There they have different departments, but in some places it is like this room ; there is the draper's on one side and the grocer's on the other. They would have to make some distinct arrangement, either to separate the shop off or else close in both, as the Bill provides.

1239. I saw that one of your societies referred to the selling of beer by the grocers. How would you deal with these people ; a man has a grocer's shop and sells provisions, cheese, butter, bacon and tea; and he has a cellar underneath the shop, and he has beer in the cellar, and a license to sell beer off, and his beer-drawing place is in the midst of his shop, and people come in for beer up till 11 o'clock at night, as I think one of the societies report from Sheffield ; would you allow him to sell groceries and provisions ?—That is the very ground that we go on. If he has two trades he must close for the purpose of both.

1240. Do not you know it is a licensed trade you cannot interfere with; this is a man who has a license, and, as I understand, that is outside the Bill ?—A refreshment house is, but that is not a refreshment house.

1241. You do not interfere with public-houses ?—No.

1242. Nor do you interfere with the man who has a beer license ; and if he deals in groceries and provisions, what I want to know is, how would you meet the case of a customer coming in for a quart of beer for supper, which many people do, unfortunately ; would you allow him to supply bread and cheese ?—No, we should rather put a stop to the other as well.

1243. You would say it should be illegal for him to sell the bread and cheese along with the beer ?—Decidedly.

1244. How would you propose to meet that case in the way of inspecting to prevent the thing being done; how would you deal with the tradesman ; would you keep somebody to watch him to see he did not sell ?—There would have to be a provision made. That is a detail I have not gone into.

1245. It is these very details that present the difficulties. If I could see clearly how it is to be done, I would help you to do it ; but it is for you to satisfy us how it may be done without really making the life of the tradesman a burden ?—They may be wrong, but I can only say the majority of our tradesmen were of opinion that the person who has a license to sell beer off the premises would have to close in accordance with the section ; that, having two businesses, he would have to close for the purpose of both.

1246. Would you make him close his beer-shop and grocer's shop both together ?—Quite so. That is decidedly our idea in the matter, because if not you could get a person who would sell tobacco, and so keep open, and we support the clause strongly that for all the purposes of his trade he should close. If he carries on four or five trades it is all the better for him, if he does carry on so many, and he can better afford to close.

Mr. *Diamond*—continued.

1247. What is a reasonable hour for closing on Saturdays in an ordinary town like Dewsbury or Sheffield, or Keighley, for an ordinary working-class community ?—In my opinion, from 27 years' experience, the hours generally throughout England are too long altogether. There is no necessity whatever for it. There might have been at one time, but the wages, we know, are paid at five o'clock on Fridays.

1248. Is that the case now ?—Pretty nearly all round the West Riding.

1249. Do I understand you to say that there is no exception, even of a limited character, to the general rule that the wages are paid all over Yorkshire on Fridays ?—Yes. There are a considerable number do not, but pay at 12 o'clock on Saturday. The majority of them, I believe all the manufacturers, pay at five o'clock on Friday. The ironworks and machine shops pay on Saturday.

1250. What would you think a reasonable hour for a shop to be closed in a working-class district on a Saturday. One witness to-day said that four o'clock on Saturday should be the maximum, that all the shops should be closed not later than four, and the other said he would permit them to go on till 10 ?—I could not go so far as to say that, though I may say there is a strong feeling among shopkeepers themselves, if they could only see their way clear, that Saturday would be a better day to close all round; but at present, circumstances will not permit of it.

1251. But you do not give me any light ; you say if they saw their way clear, they would prefer to close on Saturday ?—Yes, at the present time ; I do not think we could close before seven or eight o'clock ; eight o'clock, I should say.

1252. You would say eight o'clock ?—I think that is sufficient for all purposes. The market trains all run in sufficient time from the different country villages ; they begin running from about one o'clock and up to five ; they stop running into the town about 5 or 5.30, and they return by almost any train up to half-past nine.

1253. It is evident from that answer, and I know it to be true, that a large number of the working-class people go from their own town or district by train to market in some other town ?—Yes.

1254. The husband is paid his wages, say at 12 or 1 o'clock on Saturday, and goes home to his house and then has something to eat, and his wife is not ready to go away to the neighbouring town to do the marketing, and she gets there by five o'clock. Do you think it would be possible to have all the purchasing of the community done by seven or eight ?—Yes, quite so. I am certain of that. If you were to see the thousands and thousands that spend a whole afternoon at football you would be quite of opinion that they could do their shopping before that time, because it is over before five o'clock.

1255. Do you think it is usually the people who attend football matches who do the shopping late ?—A good deal of the men do it themselves.

1256. Several

Mr. *Diamond*—continued.

1256. Several of the witnesses have stated that the great grievance in connection with the shop assistants at present is, that in a large number of cases the assistants, when the shops are closed are not freed from their work; but that in some cases where the shop closes at nine the assistants are actually employed working inside until half-past 11 at night. I want to ask you, as representing a tradesmen's organization, what is your opinion as regards that kind of thing?—I am glad to say we have not much of that kind of thing in any of our associations, except just at Christmas time, or about three weeks before Christmas, among the grocers, or the drapers when they are having their sales and summer shows.

1257. Yorkshire is happy in that respect. As representing tradesmen and not representing assistants (and your opinion would be of the greater weight in that you do not speak for assistants) what would be your method of meeting what, I suppose, you admit is a great grievance, that is to say, that these people should have to stay for an hour after the shop closes. Would you be in favour of making it illegal to keep them in the shop after the hours of closing?—Decidedly so, if they are taking advantage of that, we should.

1258. You say that as a tradesman representing a tradesman's organization?—Simply because it does not come up amongst us.

1259. You would be in favour of securing for the assistants that when the shop is closed they should be free within a reasonable time to go out and enjoy themselves?—Quite so.

Mr. *Kearley.*

1260. Have your associations that you represent considered the question of small shops which are carried on by people employed all day, and who keep their shops going with the idea of augmenting their income, and carry on the trade after they have done their work?—It has only been considered in this way: that there are many small shops, and a good many more than are really doing any good at all, and it would really be a benefit to them even if it made some of them extinct, because they are only doing harm to other traders, and they do no good to themselves.

1261. You do not suggest that all these shops should be annihilated?—No, but a good many of them might be.

1262. You have not caught my question. Have your associations considered the interests of these small shops?—With the exception of very small ones, they all had the opportunity of taking part in the movement; they all had circulars sent and were invited to attend the meeting. It was a public meeting of shopkeepers, and the meeting itself was practically unanimous on it; there were very few against.

1263. I understand that the strong argument of those in favour of the principle of voluntary closing is, that this proposal would inflict injury on these small shops that necessarily, as they allege, have to be kept open till late at night, because they do a trade of a particular kind that is supposed to be only done late in the evening. I take it you have not considered that aspect of

Mr. *Kearley*—continued.

the question at all?—No, I do not think that has been considered, because we do not seem to have been much affected by it. The fact is this, that there is no reason at all even for these small shops to be open so late, because the people have the money; they do not get it just at odd times; but the majority of the people, with the exception of the very poor, who have to beg, have their money from the Saturday to the following Saturday, so that there is no object for them doing it late at all.

1264. You are speaking on behalf of the large majority of shopkeepers?—Yes.

1265. And they are strongly in favour of compulsory closing on the lines suggested in Sir John Lubbock's Bill?—Yes, so far as the places I have mentioned.

1266. That is the opinion?—Yes.

1267. With reference to Saturday closing, you spoke from a long experience, I understood you to say?—Yes.

1268. Is it your opinion, and that of many others you are speaking for, that the hours are unduly long on Saturday?—Yes, that is so.

1269. And that all the trade might be carried out, and still the hours be shortened?—Yes.

1270. Without doing any harm to anybody?—Quite so.

1271. Either to the traders or to the trading community?—Yes; of course, they were formerly much longer than they are now.

1272. What do you suggest as a reasonable time for Saturday closing in a big town; of course it would be different in a village?—I think in most towns it might be done at eight o'clock. In the case of such a town as Glasgow I am bound to admit it would take longer there.

1273. Take Sheffield. That is a fairly big town?—Yes.

1274. You would apply that to Sheffield?—Yes.

1275. What do you consider the average time for closing in Sheffield now on Saturdays?—Up to 11 o'clock at night.

1276. I suppose that frequently means that the shops are open till 12 and after?—Yes.

1277. Is not it a matter of notoriety that shops are kept open till Sunday morning?—I quite believe that, in some towns.

1278. And that arising from the competition, as it were?—I suppose so. One person thinks if he keeps open he will get the trade after the others are closed.

1279. When voluntary arrangements are made with regard to the hours of closing, is it within your experience that those voluntary arrangements frequently break down?—Quite so.

1280. You can never rely on a voluntary arrangement being permanent?—The Wakefield arrangement is not at all unanimous. Some of the people who keep open are offended, because the original arrangement of one o'clock broke down.

1281. Have you had any experience of the limitation of hours for those under 18 years of age to 74?—We have very little working beyond the hours for young people. I gave evidence on the Shop Hours Bill in 1886; but it has been very much improved since that time.

Mr. *Kearley*—continued.

1282. It is approved. It is a great boon?—Yes.

1283. You recognise, I presume, the necessity for separate trades having variations of hours?—Well, that might do in some towns, but in most of the West Riding towns they are so compact, within a short distance, that really the whole of the trades could adopt the same hour.

1284. You would shut the town up at a certain time for trading purposes?—Yes. We find it more convenient to the public, because so many of the public come out to shop, and they find out that one is closing on one day and another on another day, and it makes it difficult for them to know. It makes them forget to order things, because they do not recollect the day on which the particular shop is closed. We find one uniform day for closing is better for business and the public.

1285. That is only as regards early closing?—Both as to the day and the time.

1286. I am speaking about the general principle of closing shops by Act of Parliament, as to whether you would make all shops close at one time, or whether you regard it as a necessity for certain trades having a variation of hours from others. We do not see any necessity whatever in our towns, without it was the exception of these grocers' licenses. We do not like them being exempt, and do not think they ought to have them, but there might be a reason for their time being extended. But taking it practically, the grocers and drapers and butchers have no necessity to be open at night after a certain hour.

1287. With regard to shop assistants leaving at the time of closing, is it within your experience, or within the experience of those bodies you represent, that shop assistants are kept unduly after the shops are supposed to be closed?—Not at the present time. It has been, in times past.

1288. But giving a reasonable time, which could be expressed, you could, of course, make it an offence for assistants to be kept after a shop was presumed to be closed?—I think so.

1289. Would you draw an arbitrary line. Supposing eight o'clock was the hour for closing, would you arbitrarily say that every assistant should be out of the shop at eight o'clock?—No; because there must be some kind of packing-up.

1290. You would fix that by some limit of time?—Yes; half an hour, or something of that kind.

1291. That is necessary, you think, in the interest of assistants?—I think so, in some places; but as regards the different towns I have come in connection with we do not require it, because I believe they get away as soon as ever they close, in the majority of cases.

1292. That is where the arrangement is honestly conformed to; but do you not think it would be necessary to have some provision to ensure these assistants getting the benefit of the alteration?—Yes. I may say we find that there are a great many shopkeepers in favour of the half-holiday movement voluntarily, who are, unfortunately, the greatest sinners with regard to the week, and then we come to the other shopkeepers who are opposed to that, and they say, "We are willing to give our assistants seven o'clock every night, but the others are open till nine o'clock, and it is all very well for them to go

Mr. *Kearley*—continued.

in for the half-holiday, but taking it all the week round we work our assistants less hours than they do, and we think it would be a benefit to have an Act of that kind to regulate the other days.

1293. In the absence of an Act there is a danger that one cantankerous man will keep the whole town open, or the whole trade open?—I gave evidence before about two or three traders keeping open in Wakefield some years ago and upsetting the arrangement.

1294. Are you in favour of some concession being made in times of pressure such as at Christmas time?—Yes. I think it has been generally understood, even where they have been having the half-holiday, that for three weeks they keep the shops open on the half-holiday, as well as working their hours in the ordinary way.

1295. That would be necessary?—I think that would be necessary at such a time.

Mr. *H. L. W. Lawson.*

1296. You are well acquainted with the retail trade of Yorkshire as well?—Yes.

1297. It is your opinion that the passing of this Bill would lead to the extinction of small shops?—I do not think entirely, but I think in some places if they were to close it might affect them. I do not think it would extinguish them.

1298. I thought I understood you to say so?—No; I said even if it did.

1299. Do you think it will to some extent?—I think it might in some of the out districts.

1300. You used a phrase that you would close the town at a certain hour?—Yes.

1301. May I ask at what time the majority of artisans leave off work?—From five to half-past five. Some give up at five, and others work until half-past on Friday night, because it is pay day, and it is a short day on Saturday.

1302. The customary time for shopping is the evening?—During the week; but there is very little shopping done in the week, and even in these country districts I should say that there is very little need now for it. That is one of the reasons, I should say, why we should support the early closing on Saturday night. Nearly every shopkeeper now sends out, even amongst the miners and working classes in all these districts. The artisans and miners are waited on and their grocery is sent to them; in fact it has almost spoiled our markets. We have very little markets now, because the people do not come in as they used to do to the market. The traveller goes and takes their weekly orders and delivers them. There is no necessity to come to market now as there used to be.

1303. Taking the miners, do their womenkind shop during the day or evening?—In the evening, on the Saturday, from the afternoon. They begin about two o'clock.

1304. Take the case of the small shop. I suppose that from what you say during the greater part of the day no business would be done?—Not by the working-class population.

1305. I am taking a shop in a working-class district which, therefore, depends on working-class custom. Would it be fair to say that very little business would be done before six o'clock?—Not during the week. As I say, they get their

Mr. *H. L. W. Lawson*—continued.

their wages, and it does not affect them. They are getting various requisites at all hours of the day during the week. They have the money.

1306. Would you count as hours of labour the time spent by a man and his wife in a shop that may be attached to their dwelling when there is practically no trade going on?—Sometimes it is as much labour when there is nothing going on as at others when there is something going on. They are there. Attention has to be paid to the shop all the same. I am afraid it is worse waiting for customers than it is attending to them.

1307. The reason for this Bill is said to be the excessive hours worked by shopkeepers and shop assistants?—Yes.

1308. But do you think you ought to extend it on that ground to the case I have just quoted, of the small shop where a man, with his wife, are the working partners?—It is in this way: We have a good many tradesmen themselves who only keep perhaps one assistant, and many of them not one assistant. I can mention the case of one or two hatters. They have a very fair trade, and they want to keep it; and if we allow other small shops to keep open, it keeps them open. They keep no assistants, and they are bound to keep on the shop themselves.

1309. So far as the evidence before this and previous Committees has gone, it has turned upon the excessive hours of labour of shop assistants?—Yes.

1310. Granted that in many cases they are excessive, would not the evil be met by extending the present Act not only to young persons, but all persons working in shops?—Decidedly so.

1311. You think that would meet it?—But at the same time there is quite a different element in it now to what there was some years ago. The shopkeepers themselves had not entered in any way into this arrangement. It had been got from them by the assistants; but now that they have got it they are quite anxious to have it themselves and extend it, so that the shops might be shut up to let them be at liberty. A good many tradesmen who have the half-holiday say they would not like to give it up and lose the half-holiday, which has been broken up by one or two.

1312. I am speaking of early closing; in this Bill you ask for optional compulsion of all trades?—Yes.

1313. The ground of health is put forward?—Yes.

1314. I want to know whether you do not think it would be sufficiently met by extending the present Act so as to embrace all people, women and all, and limit their hours to 74 a week?—I should think, as far as our town is concerned, with very few exceptions, we do not work over that now.

1315. Are you aware that in this Bill there would be nothing to prevent people being worked in rooms adjoining shops?—Workshops?

1316. Not being workshops under the Act as mentioned in the first Report of the first Committee that sat on the subject; it does not cover that?—No.

1317. It says in this Report that it appears very common for the shopman and for the apprentices and young persons to be detained some time after shops are closed to customers to clear away and pack up goods; this Bill would not touch that?—No, I do not think it would.

1318. Would a provision as to hours of labour meet such a case?—Yes, it would.

1319. You have read the Bill, and the Schedule to the Bill?—Yes.

1320. Are you aware that the Schedule is a much shorter one than that in the Victorian Act on the subject?—I knew it was short.

1321. I find that in their Schedule chemists' shops, coffee houses, confectioners, eating houses, fish and oyster shops, fruit and vegetable shops, restaurants, tobacconists, booksellers and news-agents are all included?—Yes, in the exemptions.

1322. Do you know why this Schedule was drawn in this way; why only four classes of shops were exempted?—I cannot tell, except they must have had the idea that the tradesmen would generally approve of it, because they do generally approve of it. The fewer the exemptions the better they would like it.

1323. You have not yet been able to make any suggestion, with reference to the mixed shops, that would solve the difficulty of a man having to divide his establishment?—No; we have so very few that have those two trades in one, except where it might be done for the purpose. A news-agent might sell tobacco on purpose to avoid the Act. That is the only case.

Mr. *Tennant.*

1324. You have been familiar for some years with the early closing movement?—No; I have not taken any particular part in it, only that some 30 years ago I was in trade, and I was so dissatisfied with the long hours that I determined, if ever I went into business on my own account, I should never work the hours that were worked then.

1325. Can you tell me when the principle of local option first came into the Bill?—I think it is since 1886, when the Shop Hours Regulation Bill was passed.

1326. I understood you to tell the honourable Member opposite that you were in favour of this Clause 5 being applied to such a shop as the shop he described, where they sold beer, which would come into the Schedule, and also where they sold groceries?—Yes.

1327. Are you aware there would be great difficulty in doing that, because you would not have the power?—If you have not the power it is a different thing.

1328. If you were a lawyer I think you would agree with me that that would be so; all that you do is to express the opinion?—We do think it would be advisable if it could be done, but if it is not legal we could not get over it. It appears to me they should be under the same protection as the licensed victuallers.

1329. We are dealing with licensed victuallers; all who sell beer are licensed victuallers?—I mean the licensed houses where they sell on and off.

1330. The honourable Member, I understood, took the case of a man who had a licence on the

Mr. *Tennant*—continued.

premises?—No, he did not say on-licenses; it was what we call a grocer's off-license.

1331. Still, you would have as much difficulty in that case, as I read the Bill, because it is "premises in which any intoxicating liquor is sold by retail for consumption on the premises." Then you have, "refreshment houses and places where hot cooked provisions are sold." Do you imagine that this Schedule excludes off-licences?—Yes. Then if they were in the other trade, we took it like this: we understood if a man was a tobacconist and a grocer, although he was one of the excepted trades, yet seeing he carried on two trades, he would really have to close for both purposes.

1332. To go back to this mixed shop question. I want to get clearly your opinion. Do I understand you rightly to mean that where two or more trades are carried on under the same roof, and you have different days of the week for closing those different trades, you would have that particular store closed on all those days?—No, not necessarily. They would have to arrange about the other day. If one particular trade were closed by the majority of the general trades throughout a town, he would have to fall in with that day, instead of the day that the particular class closed. What I mean is this: at present, although only partially adopted, the half-holiday is carried out by nearly all the trades in Wakefield, with the exception of the butchers.

1333. You are talking now of the half-holiday?—Yes.

1334. Will you go to the early closing?—I do not think they would make any difference in the closing of the different trades with us.

Mr. *Tennant*—continued.

1335. They do not, but under this Bill I could quite imagine the butchers closing one day, the grocers another, and the drapers a third. What I want to know is, whether you would close the stores that carried on those three businesses on all the three days?—No, I do not know how we should have to deal with it, I am sure.

1336. You admit that that is rather a difficulty?—Yes.

1337. That is all I want to know?—Unless we could get them to close when the majority of the trades do. That, I think, would be got over.

1338. Do you think that in the country districts there is as much necessity for this Bill as there is in populous towns?—I do not know what day they require themselves. They do not keep assistants much in the country, or very few. It is a matter for the traders themselves. We are taking the tradesmen's point of view now. Whether they would be in favour of closing I do not know. I do not think they would.

1339. You have not so much experience of the country district?—No.

1340. Or the villages?—I may say that some of the villages do adopt the half-holiday movement. We have a small one near Wakefield, and there are not above half-a-dozen shops in the place, and yet some close. They are under no arrangement with Wakefield to do it.

SIR FRANCIS POWELL IN THE CHAIR.

Mr. *Edwards.*

1341. WITH regard to this difficulty that has been raised about two businesses, a butcher's and a grocer's, being carried on in the same building, and as to the possibility that there may be different days for the closing; is that really a practical difficulty?—I do not think in some towns that it is; it might be in Wakefield, where I come from, simply on account of the markets. We close on a Wednesday at 4 o'clock, and it is the cattle market day for the butchers.

1342. Do you know of many shops of that kind?—I do not know of one where there is a butcher's and a grocer's together.

1343. Would not that be rather the exception?—I think so.

1344. Would not they be also the shops of men who are well-to-do; and if it was necessary that there should be a separation between each department they would be capable of doing it?—I think so.

1345. It would not be a practical difficulty?—I do not think it would do any harm at all.

1346. The real evidence that comes out clearly is this, and it is very significant that most of the shops are open from eight to eleven on Saturday in all the towns?—In a good many of the towns.

1347. That is a very significant fact?—I do not mean to say that the whole of them are. They vary in the hour up to 11.

Mr. *Edwards*—continued.

1348. The larger establishments close earlier?—Yes.

1349. You find in these towns they are open till 11 at night?—Yes.

1350. Do not you think that that shows a general habit of shopping that it is difficult to get over?—It is a habit, but my experience of it is this: that there are many people who live within three or four doors, who always come the last thing when the tradesman is putting up the shutters. Those nearest to the place are the worst offenders.

1351. You mentioned that some shopkeepers opened at six after closing at one?—That is in one of the towns.

1352. That shows there is a strong tendency to make shopping late. Do you think that is merely a habit?—As, I say, it is only individuals who are anxious to take hold of the trade after the others are shut up.

1353. They would not take the trade if there was no habit of shopping late?—Exactly.

1354. Do you know anything about country towns, or small market towns?—Yes; some of these I have given you are small.

1355. Take a weekly market day. Is the work in the shops over by an early hour on the market day, or does it run as late in a market town on the market day as it does on Saturday

in

Mr. *Edwards*—continued.

in a large town?—I believe in one or two towns they keep it up till about eight o'clock. In Dewsbury, I believe, they keep their market up late though it is on a Wednesday, but there is no real necessity there at all, because they all have had their wages. Wherever the market is not on a Saturday they have had their wages in the prior week.

1356. You know for certain that they close early, and that the shopping is practically done early on that day?—Yes.

1357. Does that lead you to think that that being so, the same thing would happen on every Saturday if people only wished it?—Yes.

1358. Inasmuch as they go to market and know the things will be there on a certain day, they do not keep it on till midnight, but are done by five, and sometimes eight?—Yes, in some towns.

1359. Your contention is that there is nothing to differentiate the Saturday from ordinary market days, and that they ought to finish on Saturday, the same time as on an ordinary market day?—In most cases that would be so.

Friday, 29th March 1895.

MEMBERS PRESENT:

Mr. Diamond.	Sir John Lubbock.
Mr. Edwards.	Sir Blundell Maple.
Dr. Farquharson.	Sir Francis Powell.
Mr. Frederick Frye.	Mr. Samuel Smith.
Mr. H. L. W. Lawson.	Mr. Tennant.

THE RIGHT HONOURABLE SIR JOHN LUBBOCK, BART., IN THE CHAIR.

Mr. ARCHIBALD VICAR, called in; and Examined.

Chairman.

1360. YOU are Secretary, I believe, of the Bolton and District Shop Assistants' Association?—Yes.

1361. How long have you held that post?—About six months.

1362. How long has the association been formed?—Seven or eight years.

1363. And does it represent the general feeling of the shop assistants in that district?—We have about 205 members on the books

1364. What are your hours in Bolton?—From 8.30 a.m. to 8.30 p.m. on Mondays and Fridays; from eight a.m. to eight p.m. on Tuesdays and Thursdays; from eight a.m. to one p.m. on Wednesdays; and from eight a.m. to 10 p.m. on Saturdays, in the centre of the town, for the leading tradesmen; but in the outlying districts they extend to from half-an-hour to an hour later than in the centre of the town.

1365. Is there any tendency in Bolton to shortening the hours?—There is a desire, both on the side of the shop assistants and on that of the employers, but they find a difficulty through one or two tradesmen keeping open longer than the others do.

1366. You find that a few tradesmen are able to defeat the wishes of the great majority?—Yes.

1367. And you are not very sanguine of being able to shorten the hours by voluntary action?—Not at all; we have tried for a number of years now, and if we have for a certain time got anything like unanimity, we find that in a little while afterwards one or two find some excuse to break through it. There is one firm now in the tailoring trade who are going to extend their time half-an-hour every night, in the centre of the town; whereas all the other tailors in the town and outlying districts are prepared to keep to the hours they have now; but if this firm extends their time, as they say they will, it will mean the other people coming back again to the old time.

1368. Your association is, therefore, as I understand, in favour of some legislation?—Yes.

1369. Have you looked at the Bill now before the Committee?—Yes.

Chairman—continued.

1370. I will give you an opportunity presently of making any suggestions in detail; but may I ask whether your association has passed any resolution or expressed any opinion with reference to the Bill generally?—There are several alterations which they would like to see.

1371. I am coming to the alterations afterwards; but as regards the Bill generally, what is their view?—They are in favour of the Bill as a whole, thinking that it is a step in the right direction, and will be the first step, we hope, towards further legislation on the subject.

1372. Do they think that it deals with the question in a right manner; for instance, it deals with the closing of shops, and it has been suggested that it would be more convenient to attempt to limit the hours of shop assistants?—We think that this Bill would be a far better method in dealing with the hours, because in some instances there are certain firms who might have some men coming on at eight o'clock in the morning, working till eight o'clock at night, and then another lot coming about 10 o'clock in the morning, and working till 10 o'clock at night; so that that would not stop the evil we have at the present time. All the employers, or the majority of them at any rate, seem to be desirous of a uniform hour of closing; they say it is an absolute necessity.

1373. Then the general lines of the Bill your association approves?—Yes.

1374. Now, I should be glad to hear any suggestions for modification that you may wish to lay before the Committee; we will go through the clauses seriatim; which is the first clause in which you have any amendment to suggest?—In the first clause, lines 2 and 3, we should like to have those words deleted: "or any class of shops within the district." We would prefer it to read plain, "that as regards all shops belonging to all classes not mentioned in the schedule."

1375. You are aware that the Bill is only permissive; therefore, you, in Bolton, might apply it to all shops; but other towns and other classes of shops might wish it to apply to their shops; drapers, for instance, might be anxious to close, and not grocers; or grocers might be anxious

Chairman—continued.

anxious to close, and not drapers; why would you prevent them from doing so?—Because we find that there are some people who carry on the two trades in one shop; and if it is left for the drapers to close on one day, and the grocers on another, there would be a difficulty about it.

1376. That is not the point; the point is as regards the hour of closing; there might be a place, and there no doubt will be, in which you could get two-thirds of the drapers to agree to close, but not two-thirds of the grocers; is it not desirable to leave in the Bill, that if two-thirds of the drapers wish to close they should be able to do so by the action of the local authority?—We think we could get two-thirds of the whole of the trade.

1377. You might; and I daresay you would in Bolton?—It would be better, on behalf of our association as well, because we have members of all trades, and they would prefer to have the time stated.

1378. I understand you think that in Bolton you could get that with regard to all shops; but supposing there were other places, as there certainly would be, in which there was a strong feeling amongst the grocers to close early, but not amongst the drapers; or amongst the drapers and not amongst the grocers, why should you wish to prevent their doing that; it would not prevent you in Bolton from applying it to all classes together?—No, it would not; but we think that it would be the means of getting the others to come back again to the old time. Then, if the drapers for a few months decide to close, say at eight o'clock, and the grocers at nine o'clock after this arrangement had been in progress a little while, we think that those closing earliest would get the greatest number to appeal for the order to be reversed, and go back to the times that the grocers or drapers were working; the later hours.

1379. But, if there were a majority in favour of the later hour, I am afraid that leaving out those words would not help matters; you would have them all closing at the later hour; but if you leave the words in you might have the drapers or the grocers, as the case may be, closing at the earlier hour?—It would be much easier to get the whole of the shops in the town, and, I think, it would be much safer and more likely to be lasting and more effective, if we had the whole of the trades.

1380. Passing on from that, what is the next amendment that you wish to suggest?—Coming to line 16, the Bill provides: "The local authority may, if they see fit, make an order." We should like to have those words deleted and to read as follows: "The local authority shall make an order."

1381. Have you any doubt in Bolton that if two-thirds of the shopkeepers wished to close rather earlier, the local authority would give effect to their wishes?—Yes, there may be some of the shopkeepers who are opposed to the order being put in force, who would have the power of not making the order, if they did not see fit, and that might influence some other members of the council or local authority not to make an order, even though they had the two-thirds.

Chairman—continued.

1382. Passing on from that, what is your next amendment?—At page 2, clause 2, sub-section 2 is as follows:—"The Order shall (if the application to the local authority contains such limitation) be expressed to have effect only during any specified part or parts of the year, and shall have effect accordingly, but, unless so limited, shall have effect throughout the year until revoked." We should like the whole of that sub-section, lines 4 to 8, to be omitted.

1383. Is not the work in Bolton much heavier towards Christmas time?—It is a little heavier, but it has always been met, and could be met in the same way as at any other time.

1384. Have you considered that, in other places at any rate, the work is much heavier at Christmas time, and that the effect of leaving that sub-section out would be that at no time of the year could the shops be closed earlier than they could be closed at Christmas?—But there are times when they have sales on when there are special efforts made to confine the work within the hours, and extra men are employed, and we find that they can do the work in the time.

1385. You think that, in Bolton, there would be no difficulty about Christmas time?—No.

1386. Supposing that, in other places, there was a great difficulty about the time, why should you prevent their closing rather earlier for 11 months in the year, because they cannot close at that time towards the end of December?—I am afraid, if it were left optional, they would not try to get over the difficulty.

1387. You see, in parts of London, the work is extremely heavy at Christmas; and the result of leaving that out would be that at comparatively slack times of the year you could not close shops any earlier than you could at the most busy time; it may not apply to Bolton, but why should you wish to prevent other towns from having the opportunity of closing; take, again, a seaside town where the work is particularly heavy during what is called the season; why should they not have an opportunity of closing earlier during the slack months if they wish?—Even in Southport, which is a seaside town, they have very good hours there.

1388. That is no answer to my question, I am quite aware that there are seaside towns with comparatively good hours, but there are other seaside towns in which the work is heavier at one time than at another, and this sub-section is to enable them to close earlier in the slack months than in the busy time; I grant you it may not apply to Bolton; but why should you wish to prevent other towns from having the advantage; or is it merely that you wish the Committee to understand that so far as Bolton and its neighbourhood is concerned it is not required?—We think that other towns could get through the work as well as we do; but even in the seaside towns we find that the whole of the work can be done in less time than it takes at the present time, because the poor are shopping, or the greater part of them, to the last minute, and if the shops were closed at a certain time they would have to come earlier.

1389. I can follow you to the extent that the work

Chairman—continued.

work can be done in less time than at present; but where I cannot follow you is, that the work can be done in as little time in the busy time as in the slack time of the year, and I ask whether you observe that if you did not have these words you could not enable a town to close earlier in the slack time of the year than it does in the busy time?—But in the busy time they are not busy all through the day.

1390. Will you please pass on to the next point?—The next point is in clause 2, sub-section 3, line 12; to omit "and as to the classification of shops."

1391. That is a consequential amendment, of course?—Yes. In clause 3, sub-section 2, line 21, it reads: "If at any time it is made to appear to the satisfaction of the local authority, that more than one-third in number of the occupiers of shops"; we think that ought to be altered to two-thirds. If it takes two-thirds to get the order put in force, we think it ought to take the two-thirds to get it revoked.

1392. You observe that the principle was that two-thirds of the shopkeepers should wish to close; therefore the corollary seems to me to be that, if they change their mind, one-third should be sufficient to open again; but you think that, having once closed, they should not be allowed to open without a two-thirds majority again. That is the view of your association?—If they had two-thirds, there would be one-third that objected to the closing.

1393. That is the Bill as it stands?—That is why we want the alteration made, making it two-thirds instead of the one-third.

1394. But you have considered the point, have you, that that is the natural corollary of the first clause, which requires a majority of two-thirds of the shopkeepers to put the Bill into operation?—But nothing is mentioned of any other possible number being required in the first clause. If they had one-third in the first clause, and two-thirds in the second clause, they might have been able to argue that way; but it does not matter whether it is two-thirds or one-third, or two-fifths, so long as we have the same number to get the order revoked as we have to get it in force; that is our main contention: that the same number ought to be got to have the order revoked.

1395. You observe that the principle of the Bill is that it should continue in operation so long as two-thirds wished it. That you would like to see altered, I understand?—We should like it to be made quite plain that the same number would be required.

1396. But it is perfectly plain that they require two-thirds of the shopkeepers to put the Bill into operation?—Yes.

1397. You wish the two-thirds to be continued, to keep it in operation, and as you word it the Bill might continue to be in force although only one-third of the shopkeepers wished it be to so. I only want to know whether you realise the point you are making?—In this clause it says: "If at any time it is made to appear to the satisfaction of the local authority that more than one-third in number of the occupiers of shops to which an order for the time being in force under this Act relates, on of any class of such shops, are opposed to the continuance of the order, the local authority may revoke the said order." We wish it to read: "If at any time it is made to appear to the satisfaction of the local authority that two-thirds in number of the occupiers of shops to which an order for the time being in force under this Act relates, or of any class of such shops, are opposed to the continuance of the order, the local authority may revoke the said order."

Chairman—continued.

1398. I quite understand what you wish; what I wish to ascertain is whether you have realised that the effect of that change would be that the shops might continue to be closed under the Bill, although two-thirds of the shopkeepers wished them to be open longer or wished a change. Some of them would keep to the time.

Sir *Blundell Maple.*

1399. But do not you see, supposing that, as Sir John Lubbock says, two-thirds of the shopkeepers wanted to change the time to a later hour, by your alteration it could not be done?—It could be done if they got the two-thirds in favour of it.

Chairman.

1400. Would you look at it from this point of view: there are parts of London where the shops are open now to 10 o'clock at night, and probably could not come to a very much earlier hour all at once; but we hope that under this Bill they would close at nine o'clock instead of 10 o'clock, and that when that was gained a great many of them would wish, and I hope the majority of them would wish, to extend it still further after a certain time to eight o'clock instead of nine. Under the Bill as it stands if the two-thirds were not gained again the local authority could revoke the order fixing nine o'clock, and fix an earlier hour; but you would make it very difficult for them to do that; you would stereotype, as it were, the first hour that was fixed, whatever it might be?—We contend that the two-thirds ought to be got for any alteration.

1401. I quite understand what you contend; but I want to ascertain whether you perceive that the effect of what you are suggesting would be, as it seems to me, exactly the reverse of what you desire?—It would not prevent their altering the time.

1402. No, but it would make it much more difficult. If you take a place where the hour of closing is very late at present, like 10 o'clock, you would probably desire, as I should desire, to see that hour gradually made earlier, first of all probably altered to nine o'clock, then to eight o'clock, then perhaps to seven o'clock, and possibly even to six o'clock; this clause was intended to facilitate that, whereas the change that you suggest would of course make it more difficult. I only wish to know whether you have considered it from that point of view?—If they got another third to reduce the hour, would the other third be able to have an alteration made.

1403. The effect of the Bill as it stands is, that always two-thirds would regulate the hour, provided that they got the assent of the local authority; whereas the effect of the clause as you

Chairman—continued.

you suggest it would make it more difficult to make any change when any hour had once been fixed; but I gather that you have not considered it from that point of view?—I am just beginning to see it now; but still if that one-third were left in as it is, it would read that they could make it possible for the hour to be extended.

Sir *Blundell Maple.*

1404. Or changed?—Yes.

Chairman.

1405. As it stands, two-thirds of the shopkeepers would regulate the hour; as you propose to alter it, it leaves it to the minority of shopkeepers to regulate the hour; surely that is hardly reasonable; I only wish to know whether you have considered it from that point of view?—The two-thirds would still always control the hour, whatever it was. If they wanted to go back or earlier, it would be the two-thirds that would control it.

1406. They would under the Bill; but you do not appear to see the effect of the suggestion that you make; however, you have not considered it, apparently, from that point of view?—We have taken it to mean that the one-third might be able to have the Act nullified.

1407. Then, I can only say that you have not quite understood the effect of the clause; now pass on to the next point, if you please?—Clause 5 says: "A shop in which trades of two or more classes are carried on shall be closed for the purpose of all such trades at the hour at which it is, by any order made under this Act, required to be closed for the purpose of any of them."

1408. That, of course, would go if you do away with the classification of trades?—That refers to the grocers and drapers who have off licences, and those would come under the scheduled list, would they not?

1409. They could not under the Schedule, of course, go on; supposing there was a grocer who had an off licence, he could not go on selling under that licence?—But could they keep open to sell their intoxicating liquors?

1410. What would you suggest with regard to that point?—We suggest that the two trades should be treated the same as any other trade; that if a drapery or grocery business were carried on in the same establishment they should close.

1411. You are in favour of the clause as it stands, then, because that is what the clause provides?—We should like it to be made clear that the off licences would come under the words "two or more classes."

1412. You wish the off licences to be included in the Bill?—Yes.

1413. Do you see any great objection to the grocers who hold off licences being allowed to go on selling those articles which they sell under the off licence, where they compete with public-houses, after the hour?—The effect of that would be that we should always have to have somebody watching to see that they did not sell their groceries or draperies.

Chairman—continued.

1414. Therefore, the wish of your association is that they should be shut for all purposes?—Yes. Then, with regard to Clause 6, we would wish the fine to be made more. Instead of 5*s.*, we should like it to be 5*l.* for the first offence, 10*l.* for the second offence, and 20*l.* for the third offence.

1415. With what option of imprisonment?—Fourteen days for the first, a month for the second, and three months for the third offence.

1416. Do not you think that it would be very harsh upon a small tradesman, when the Act first came into operation, who very likely had never heard of the Bill, and was not aware that he was breaking the law, if he were to keep his shop open a little beyond the time (it might be only a very short time beyond the time), do not you think really that for a first offence a nominal fine of 5*s.*, which would practically be a warning to him, would be more merciful and more likely to enable the Act to work smoothly than if you were to impose a very heavy fine upon a poor man for a first offence, when he did not even know that he was committing an offence against the law?—There are very few shopkeepers of any class but what have heard of the Bill, and know that it has been proceeded with, and they would watch the time for its coming into law, and there would be plenty of time also allowed for them to get acquainted with the particulars.

1417. At any rate, your association would wish the fines to be made heavier?—Yes.

1418. What is the next amendment?—The next is in Clause 12, line 20, "Shall be deemed to render unlawful the continuance in a shop after the hour appointed for the closing thereof." We would like a fixed time to be put in there, say 30 minutes. We would like it to read, "shall be deemed to render unlawful the continuance in a shop for more than 30 minutes after the hour appointed for the closing thereof."

1419. Do you find, practically, that a customer often remains as long as 30 minutes after the hour of closing?—We have found that, in many cases, they have remained an hour or an hour and a-quarter, and purchasing very little, too.

1420. Therefore, you think it is a practical point to put in some limit like that?—Yes; and we should also like another clause inserted after the 24th line.

1421. What would the effect of that clause be?—That workers in shops under this Act shall not remain more than 30 minutes after the hour of closing.

1422. Might there not be considerable difficulty in that, in very busy times, when parcels have to be made up and goods put away; I can quite understand that in ordinary times 30 minutes would be sufficient; but would there not be times in which 30 minutes would be rather short?—It is only in very rare cases that all the departments are busy at the same time. At one time of the year the dress department in the drapery trade particularly would be busy, and the Manchester department would not be busy; and then the men in the Manchester department might go to the assistance of the men in the dress department or fancy department. Then,

Chairman—continued.

in the winter time, when the Manchester department were busier, the men out of the fancy department could go and assist them, and so avoid that.

1423. Do you approve of the Schedule?—I have nothing to say in regard to the Schedule, because the tobacconists themselves say that they cannot come under the Act on account of the public houses selling their articles.

1424. Do I rightly describe the general desire of your association when I say that you thoroughly approve of the Bill, so far as it goes, but that, in some respects, you wish to make it more stringent?—Yes.

1425. And you believe that, as regards Bolton, it would be a good working Bill and would tend to shorten your hours?—Yes.

Sir *Blundell Maple.*

1426. You say that you have been secretary of your association for six months only?—Yes.

1427. And, therefore, a great deal of the information which you have given us you have only gained from others, not from your own experience?—The experience of the working of the shops I have gained for myself.

1428. Previously to being secretary?—Yes.

1429. And are you authorised to speak on behalf of your association?—Yes.

1430. What is the total number of the association?—Two hundred and five.

1431. How many shopkeepers are included in that?—There are only two shopkeepers (one shopkeeper and a manager), and they were assistants when they joined first, and we have allowed them to continue members of the association.

1432. Do you not think that if you make this Bill too severe you would stop shopkeepers from asking to be placed under the Act?—No, they would feel they were more protected.

1433. But by this Bill you have got to get two-thirds of the shopkeepers to ask for the shops to be closed, and until they ask for the shops to be closed they do not come under the working of the Act?—That is so.

1434. If you make the Act very severe, you will interfere altogether with that action, will you not, with the shopkeepers coming in?—They think that they will be more protected from the outsiders by having the Act made strict.

1435. But do you think that small shopkeepers anywhere would like to place themselves under the police, and be liable to 14 days' imprisonment, as you say, for a first offence, when they need not run that risk?—They would take care not to break the law. A great many of the small shops are in favour of closing; but they say that it is because the man next door but one, or the man across the street, keeps open that they are compelled to do so.

1436. But do you not see the point?—Yes; but they would know then that if the Act was made very stringent, they would feel more secure that their opponents would not try it on.

1437. But do you not see the point, that by this Bill a shopkeeper is not compelled to sign

Sir *Blundell Maple*—continued.

in favour of closing his shop by Act of Parliament?—Yes.

1438. And that if you make the penalties very severe he will say, "Why should I place myself under those penal clauses"; and, consequently, you would have a difficulty in getting a two-thirds majority of any class of trades to sign in favour of their all being brought under the Act?—I do not think so, because the shopkeeper would not look at it in that light. Not intending to break the law he would think there was no necessity for considering it in that manner.

1439. But surely it would be explained to the shopkeeper that if he signed in favour of being brought under the compulsory clauses of this Bill he would bring himself under the penal clauses?—Yes.

1440. Then a man, as regards himself, might not care about being brought under them, but he must have some feelings as regards an accident occurring to his poorer neighbours, and he might object to sign altogether?—On the other hand, if the fine remained as it is, 5*s.* for the first offence, he might say, "Anybody will break the law, because they might get a customer in and get 2*l.* or 3*l.* profit, and they would not miss the 5*s.*"

1441. You also said that, with regard to Clause 1, you would not give the local authority the option of deciding whether they would issue an order or not, but you would make it compulsory that they should?—Yes.

1442. Then there would be no object in having the local authority, would there?—Yes; the local authority would have to put the Act in force, and see that the law was carried out in the same way that they have to do with other laws.

1443. You have studied this Bill; the police, by this Bill, are to carry out the Act?—When it is put in operation.

1444. But you say that the local authority is to have no option; consequently, why should you pass it through the local authority if the police are to do the work, and the local authority have no option in the matter?—But if the tradesmen are agreeable that this should be put into operation it ought not to be in the hands of the local authority to say that they will not do that. That is what we want to safeguard against.

1445. Again; you said just now, I think, that should the grocers who have not off licences, two-thirds of them, in any district decide to close their shops at a particular hour, the grocers who have off licences should also be compelled to close?—Yes.

1446. Do you not think that that would interfere with their present licences?—No. If it would in any way legally interfere with their licence a clause might be inserted allowing this action to take place.

1447. Allowing what action to take place?—Allowing them to close.

1448. But they want to be open; off licence-holders want to be open as long as the public houses, do they not?—No, not all of them; it is the breweries themselves that have the licence at a shop that compel them.

1449. Do

Sir *Blundell Maple*—continued.

1449. Do you know of any brewers who hold off-licenses at grocers' shop?—Yes.

1450. Can you name one?—In Bolton in Haliwell-road.

1451. Owned by a private brewer?—Yes.

1452. What brewer?—I cannot mention exactly the name, but I believe it is the Haliwell Brewery. It is in Haliwell-road, and it is a grocer's and draper's shop.

1453. And it is owned by a brewer?—Yes, the property and the license; the property belongs to the brewer and the license also.

1454. That is the first I ever heard of; I never knew that brewers went in for holding grocers' shops for the sake of an off-license?—He is the owner of the house, and the property, and the license; then somebody else goes in and commences a drapery trade, and then opens a grocery trade.

1455. But in the case of off-licensed houses, they are not allowed to sell beer over the counter, are they?—Not to be consumed on the premises.

1456. Nor to sell draught beer?—Oh, yes.

1457. In your opinion, all trades of every class in a town should close at the same hour?—Yes.

1458. And you think that there should be no classification of trades?—None whatever.

1459. You think that that would be the best thing for Bolton?—Yes.

1460. But from your observation, do you think that that would be possible in London?—Yes, I should think so.

1461. That every shopkeeper in London should close at a certain hour?—Yes; or if London is divided into districts, that certain districts should all close at a certain time.

1462. But would you divide districts down certain streets, say down Oxford-street, that one side of Oxford-street might close at one time, and the other side of Oxford-street should close at another?—No, I would make it the West-end and the East-end.

1463. But you must draw the line somewhere?—But that would be left more to people who know London better than I do to divide the districts.

1464. Now, as regards the total number of hours that you make out that shop assistants are employed in Bolton; you say the hours are from 8.30 a.m. until 8.30 p.m. on some nights?—On Mondays and Fridays.

1465. That is 12 hours for two days, that is, 24 hours; and what is the next time?—From 8.30 a.m. to eight p.m.

1466. Eleven and a-half hours: that is one day?—Yes; then from 8.30 a.m. to one p.m.

1467. That is four and a-half hours?—Yes; then 8.30 a.m. to 10 p.m.

1468. That is 13½ hours?—Yes.

1469. That makes a total working altogether then of only 63½ hours per week?—That is for the centre of the town.

1470. And under the Shop Hours' Regulation Act, young people under 18 years of age are allowed to be employed now 74 hours a week?—Yes; but that does not say that the Shop Hours' Regulation Act is what ought to be put in force.

1471. Have you at Bolton any grocers' association?—Yes.

1472. Do you know their opinion at all?—Locally they are in favour of an earlier closing. There are some members of the grocers' association who are also members of the tradesmen's association, which includes all trades; and I have the official organ here, in which the editor, who is also a tradesman, writes an article in favour of lessening the hours.

1473. I can quite conceive it is possible that everybody, it does not matter how long they work, would like to work a less number of hours; cannot you?—Yes.

1474. Do those hours that you are giving include meal hours?—Yes; half-an-hour for dinner and 20 minutes for tea.

1475. Including those times for dinner and tea, all the assistants in your association only work 63½ hours a week, and they would like to work less?—Yes.

Chairman.

1476. But that, you say, is in the centre of the town?—Yes; and we want to bring the others who are outside to our hours.

Sir *Blundell Maple.*

1477. And in the outside of the town, you told the Committee just now the hours averaged from half-an-hour to an hour more?—Yes.

1478. So that in the outside of the town the utmost would be another six hours; that is, an hour per day?—Yes.

1479. Bringing it to a total of 69½ hours as the total per week?—That is so.

Mr. *Diamond.*

1480. You said that you agreed with that part of the Schedule of the Bill which kept tobacconists outside the scope of the Act?—Yes.

1481. And your reason for so doing was that public-houses sell tobacco?—Yes.

1482. And that if tobacconists were compelled to close there would be an undue advantage given to the public-houses?—Yes. I should also have said that we were in favour of some arrangement being come to to make it compulsory for assistants in tobacconists' shops and refreshment shops to have a half-day holiday.

1483. But so far as the earlier closing is concerned you would allow the tobacconists to remain outside, for the reason which you have just given?—Yes.

1484. But then, I think, you said in another part of your evidence that where a man had this beer off-licensed, and sold groceries and draperies you would compel him to close for everything at the hour that might be adopted, say, by the grocers?—Yes.

1485. Do you not think that he would reply: "If the tobacconist is allowed to be open because the public-house sells tobacco, I think it would be very unfair to compel me to close, seeing that I sell beer while the public-houses would be selling beer." I merely want to ensure that any discrepancy that may appear in your evidence

Mr. *Diamond*—continued.

may be removed, by making clear any point that is now in doubt?—In all towns the tobacconists have kept open, very few of them have closed on Wednesday afternoon; they have always kept open on Sundays, and the off-license places do not keep open on Sundays.

1486. With regard to that statement, that people with off-licenses do not open on Sundays, is that the rule in Bolton?—Yes.

1487. It is not the rule all over the country, is it?—It is not the rule all over Bolton; but in the majority of cases it is so.

1488. How do you make it out that it would be fair to allow tobacconists to be excepted from the operation of the Act, whereas you compel those men with beer off-licenses to conform to it?—For the reason that tobacconists do not generally go into another trade; but if a tobacconist had two trades going he would come under the Act; having two trades he would have to come in.

1489. Then, if a tobacconist had a news agency as well, which is often the case, would he have to close?—A news agency comes under the schedule.

1490. Then, you except the news agency again, you see?—They are excepted.

1491. And very often a hairdresser has also a tobacconists' business and a news agency besides, where would you draw the line with regard to these matters, if you compel men with off-licenses to close at the same hours as grocers?—I should also compel a tobacconist to close if he had a grocery business as well.

Chairman.

1492. As long as he confined himself to a tobacconists and news agency business he would not be competing with other shops unfairly?—Just so.

1493. That is your point?—Yes.

Mr. *Diamond.*

1494. I suppose that you are aware that nearly every grocer is also a tobacconist?—Then they would come under the operation of the Act.

1495. Then, you would compel a grocer to close who sells tobacco, but you would allow a tobacconist to keep open?—Yes, it is a separate trade, and it is a recognised thing for them to keep open.

1496. But a grocer will say: "Here I am licensed for tobacco, but I must not sell tobacco after a certain hour; whereas a man licensed next door to sell tobacco, and having also a news agency and a hairdresser's shop, is at liberty to keep open as long as he likes." What I want to bring out is that you should endeavour to make it clear to the Committee, at any rate to myself as a Member of the Committee, that everybody will be reasonably treated, and nobody will be harshly treated under this Bill if it comes into operation?—If they think they are being harshly treated by having the two trades they must give one of the trades up, because it would be unfair competition with the others.

1497. You will remember, of course, that nobody need put himself under the Act if he does not like to do so; that is to say, it is a voluntary measure up to a certain point?—Yes.

Mr. *Diamond*—continued.

1498. If a man had the prospect in front of him that he might have to give up one part of his business, say that of a grocer, with a beer off-license, or a grocer who is a tobacconist, or any of that large number of trades which may come in under half-a-dozen different classifications, or subject himself to three months' imprisonment, after the third offence, for having kept his shop open, do you not think that they would be very unwilling to vote for earlier closing at all?—He would not need to give up the business if he would conform to the Act. Supposing he carried on a grocery business and an off-license business, and the grocers agreed to close at a certain time, he would conform to that and close his shop.

1499. But, then, how about his beer trade for which he pays a license, and for the sale of which the public-house next door would be open to 11 at night; he would have to forego the sale of beer?—Yes, he very often does that now.

1500. As a general rule, do you not think that those people who have off-licenses do keep open the regulation hours?—Yes, the majority of them do.

1501. Then, if this man was compelled to close for the sale of beer while the public-house remained open, do you think it likely that he would vote for earlier closing; do you not think you would rather have a difficulty in persuading such a man to vote for it?—Some of them would not be persuaded, but there are many who are in favour, even with their off-licenses, of coming under the Bill.

1502. Now, there was another matter you mentioned; I do not know that you made it quite clear whether you still hold that view or not; that is, that if you got two-thirds in favour of closing and put it into operation you would then desire that they could not open the shops again unless they got two-thirds in favour of opening?—Yes.

1503. Do you still think that that is your view after the remarks of the right honourable Chairman in regard to it; do you think that it fairly represents your opinion now?—Yes; that if two-thirds are to be required to get the early closing, then another two-thirds ought to be required to have the closing extended.

1504. You still hold to that opinion?—Yes.

1505. In regard to the Saturday closing there has been a good deal of evidence tendered to the Committee; what do you think would be a fair hour to close shops in Bolton on Saturday at, grocers' shops, say, on Saturday night?—That is doing away with the half-holiday during the week?

1506. No, in order to get earlier closing on Saturday; we have had some evidence tendered by witnesses in favour of much shorter hours on Saturday; what do you think would be a reasonable hour to fix for Bolton?—Nine o'clock; that is if we still retain the Wednesday half-holiday.

Sir *Blundell Maple.*

1507. You have the Wednesday half-holiday now?—Yes.

1508. I do

Mr. *Diamond.*

1508. I do not know that you made it quite clear whether you still believe that it would be very much better to get the whole of the trades to vote in one body than to get all the grocers to vote on the question as it affected grocers only?—I do.

1509. Then, supposing you got two-thirds of the grocers in favour of closing grocers' shops, but did not manage to get two-thirds of the drapers, you think that that would improve the position of the grocers' assistants, seeing that they would be compelled to retain the hours as at present?—There might be more grocers in Bolton, and they would bring up the average of the two-thirds of the shopkeepers; but we should have no difficulty whatever in getting over two-thirds in all trades, so far as Bolton is concerned.

Mr. *Frye.*

1510. You have been asked a good many questions about these various trades, such as tobacconists. What definition should you make of a tobacconist. Would you consider that a man who did some hair-dressing and sold cigars would be a tobacconist or not?—Hardly, in the strict sense of the word.

1511. Then he would have to shut his shop?—He would come under the Act for two trades.

1512. He would not be considered as coming under the schedule of exemptions?—No.

1513. Then, in Bolton there are a great many off-license holders, who sell nothing but beer, and sell it late at night in jugs for people to consume at home; would you close those shops, and allow the public-houses to be open?—If they sold nothing else but beer, they would come under the same class as public-houses.

1514. They are not so in this Bill; they would have to close, as they are not public-houses. You would exempt them, would you, the same as you would public-houses?—Yes.

Mr. *Lawson.*

1515. Could you tell me at what time the operatives in Bolton generally leave off work?—At half-past five.

1516. Is it their custom to shop immediately afterwards?—Not till after they have been home to tea and washed.

1517. Do you mean that all the week, or on Saturdays, they close at half-past five?—It is all the week at half-past five, and from 12 to one on Saturdays; they vary; some give over at 12 and some at one.

1518. I infer from that that Bolton is not a late shopping town?—No, but still we could do with it even less than what it is, and trade could be done.

1519. If you had to specify it, what would you say was the common hour of shopping in Bolton on an ordinary weekday, not on a Saturday that is to say?—Friday night makes a difference, because a lot of them get paid on Fridays, and some of them do the shopping then; but if the shops were closed earlier they would still do their shopping within a less time than they are doing now, because a lot of them are members of the stores and the stores close very much earlier than other shops.

Mr. *Lawson*—continued.

1520. Would you mind giving the time at which the stores close?—They close at seven, and half-past seven; and half-past eight on Friday night.

1521. I have not quite got an answer to my question. What I want to know is, with your knowledge of Bolton, what do you say is the ordinary hour during which the working classes shop?—There is a little more done about seven in the evening than during the rest of the day.

1522. What is the average hour of closing?—In the centre of the town at eight, two nights; 8.30, two nights; 10 on Saturdays; and one on Wednesdays.

1523. And in the outskirts?—From about half an hour to an hour later.

1524. Then, practically, you do not know, in Bolton, anything in the nature of late opening or late shopping?—We consider it late.

1525. Seven or eight o'clock?—Yes.

1526. Then, would it be your view that the shops should be closed, as is possible in the Bill, at six o'clock?—No, not for a commencement.

1527. When would you close them?—For a commencement we would try to get every shop to close at the present hour.

1528. Then it is a very small matter; it is only a few shops that you have to deal with?—There are a great number of shops in the outskirts.

1529. Would those shops be what I have called domestic shops; that is to say, shops served only by a man and his wife and family?—A large number of them would be.

1530. What do you mean by "the present hour"?—The hour in the centre of the town.

1531. What are the hours in the outskirts?—From half an hour to an hour later.

1532. Then are you speaking of these exceptional shops that are of the domestic character which I have described?—No, there are some with one or two assistants in them. Many of them have one or more.

1533. What is the reason of their keeping open?—Because some little shop, perhaps a house with a shop window, keeps open on the opposite side of the road.

1534. In cases of that kind would it often be true to say that the man had another occupation?—With regard to the house, it would.

1535. Then, practically, what you want to do is to compel the small shops of this kind to come into line with the big establishments?—Yes.

1536. Would not the effect of that be, in most cases, to extinguish the small shop?—No, not at all; because, as several of them have told me, they do not do a cash trade, and it would be as easy for their customers to make the purchases in the daytime as it is at 10 or 11 o'clock at night.

1537. But if it be the general custom to close early, why do they keep open late?—They have got into the habit.

1538. But you say that they would have no objection to close early?—Not if we can get them all to do it.

1539. But you say that in reality they all do close early?—In the centre of the town, not in the outskirts.

Mr. *Lawson*—continued.

1540. Then may I ask you whether you are aware that under the Bill the labour of people who work in rooms adjoining the shop would not be affected after hours; in the packing-room, for example?—Those, I presume, would come under the Factory Act.

1541. Not in packing up; I think it was given in evidence before one of the former Committees; it has been admitted before other Committees that there is a great deal of labour to be done about shops that would not be checked by the closing of the shop itself; are you aware of that?—But that would be put right if we got this clause inserted that no assistant should remain more than 30 minutes afterwards.

1542. But by closing the shop you mean closing the entrance to the public, do you not?—Yes; and also for the assistants to be out 30 minutes afterwards, according to the additional clause I suggest.

1543. Then you are not satisfied with the Bill as it is drafted now?—Not in that respect.

1544. Are you not of opinion that, so far as the health of assistants is concerned, it would be possible to meet the grievances complained of by extending the present Act, and making it cover all persons, not only young persons?—No, we do not think that that would meet the difficulty.

1545. Why not?—Because, as I stated before, it would allow some of the shopkeepers to keep open for an hour or two longer than the others.

1546. But that would prevent them working their assistants longer, would it not?—Yes, that would prevent their working their assistants longer, but it would not have the unanimous support, or so much support as the present Bill has, from the shopkeepers themselves.

1547. You are talking of the big shopkeepers; but with regard to the small shopkeepers I suppose it would have much greater support?—The small shopkeepers would still say that they were under a difficulty, because they would not be able to keep two relays of assistants, and they would have to close under the 12 hours themselves, so that it would make no difference to them.

1548. The point is this: that under the Bill you coerce a man who is employing no outside labour at all, and there cannot be a grievance in his case. If the grievance is (as we all admit) that shop assistants are worked excessive hours in some places, would not that be met by extending the present Act and using the machinery of inspection?—Then you would allow a man who kept a shop himself with his own family to keep open late.

1549. Yes, it is his own business?—That is where we have opposition from the shopkeepers who employ assistants.

1550. But we must think of what is right, not where the opposition comes from. You have no reason to coerce a man with regard to his own work?—You might say we have no reason to coerce a man who was employing an assistant.

1551. I suppose it is contended that the assistant is not free to fix his own hours; that practically he has to work what hours his employer chooses?—Yes.

Mr. *Lawson*—continued.

1552. And free contract does not really exist in his case?—No.

1553. I suppose, then, you would say that he is in a different position from that of a man who is keeping a shop himself, and simply working it with his family?—He would be; but the difficulty comes in in those shops being allowed to keep open.

1554. I understand then that really what you want to do is to influence the small shopkeepers. May I ask, with regard to the small shopkeeper, is it not true that during the greater part of the day there would be no work done in his shop at all, especially in the outskirts of towns?—Yes, probably so.

1555. The shop is simply kept open, but there is no trade done?—There is not much done at present.

1556. In any real sense of the term, then, there is no labour employed in that shop at all during a certain part of the day?—No; only keeping the shop open and serving a chance customer coming in now and again, and at night they do the great bulk of their trade. They say themselves that if all the shops were closed it would have no ill effect upon their trade because, owing to their not doing a cash trade, it would be as easy for their customers to shop during the day as late at night; but that so long as they keep open, people will drive it to the last minute.

1557. Is it then a question of the hours of labour, or merely the time at which it is desirable to bring them to an end?—That is the point.

1558. The hours of labour may be just as long under the Bill as they would be under the present system; it is simply a question of when that labour is to be performed?—Yes.

Chairman.

1559. Do you think it is at all likely that the hours of labour would be as long under the Bill as they are at present?—No, they would be very much lessened.

Mr. *Lawson.*

1560. I do not think you understand my point; my point is this: In the small shop, I ask you whether any work is done at all during the middle of the day, or a great part of the early hours when it is open, and if not, whether it is not simply a question of bringing labour to an end rather than of reducing the actual hours during which it is performed?—It is bringing the work into the middle part of the day.

1561. It is altering the time when the work is done?—Yes.

Mr. *Tennant.*

1562. You are familiar with this Bill, I understand?—Yes.

1563. Do you think that there would be any difficulties in working out the details of it?—No, I do not think so.

1564. Do I correctly understand you to wish to make Bolton all one place, or to sub-divide it in any way?—We should make Bolton all one place.

1565. Do

Mr. *Tennant*—continued.

1565. Do you think that that would be desirable all over the country in every town?—In the towns it would.

1566. Do you think in the large towns, such as London, Glasgow, or Liverpool, that would be possible?—As I said before, in London they might have it divided; but that should be left for the London people, who know the circumstances better than I do.

1567. You cannot speak for London?—No.

1568. I understand that you are in favour of closing all the departments in any large store?—Yes.

1569. Although there should be only early closing with regard to one particular part in that store?—Yes.

1570. You would like to close the whole of a store, for instance, if the drapers were to close only, although that store might sell a great many other things besides drapery?—Yes, but we want to include all these trades; we do not want the trades classifying at all. We want the Act to be put in force for all trades, not for it to be left at the option of the drapers or the grocers to close if they wish it and leave the others open, but we are desirous of having the whole of the shops closed.

1571. Then, in that way you would alter the first clause?—Yes.

1572. Are you familiar with the rural districts at all in Lancashire?—Yes, a little; but not very extensively.

1573. Do you consider that there is much need or requirement for some such legislation in the rural districts?—Yes, there are many shops with one or two assistants in them, and it is as necessary for them in the rural districts to have less hours as it is for those in towns.

Mr. *Edwards.*

1574. Your association applies to shop assistants only?—Yes.

1575. You do not know anything about the number of small shopkeepers who are anxious for this change; I mean men who keep a shop and work it by themselves and their wives or members of the family without any assistants in the regular sense of the term?—I and two other members of the committee about three weeks ago canvassed Halliwell-road, and we found in Halliwell-road and the bye-streets a large number of those shops.

Chairman.

1576. Can you give us any idea how many?—I could not say the number exactly, but in Halliwell-road and the bye-streets there would be about 110.

Mr. *Edwards.*

1577. Small shops?—Yes.

1578. Have you canvassed those small shops?—Yes, we have canvassed those small shops, and they all said that if they could get so and so to close they would.

1579. One is kept open by fear of the others, that is to say?—Yes, I think we got 11 out of 12 to agree to close if we could get the twelfth; and many of them told us that they were not cash traders, and that it would be as easy for their customers to come in the day-time, and they would have to come if they were compelled to close earlier.

Mr. *Edwards*—continued.

1580. It has been suggested that an extension of the application of the Shop Hours Act, 1892, would meet the case of assistants; but does it appear to you that it would meet the case of these small shops?—No, because they would be outside the Act.

1581. In that case, would not the result be that even with small shops that had one or two assistants it would involve their keeping relays of assistants to work the thing properly?—Yes.

1582. But with small shops, where a man and his wife keep the shop, such an extension would not be of any practical benefit?—No.

1583. And the only thing to do for them is to close early, so that they may get the same benefit as other people?—Yes.

1584. You say that you close at one o'clock in Bolton on Wednesdays?—Yes.

1585. Do they all close at one?—In the centre of the town, with the exception of two drapers and one milliner.

1586. But I mean that the early closing applies to all trades, butchers, grocers, and all?—Yes.

1587. Those who do close are trades of different kinds?—Yes.

1588. It does not apply to one trade only?—No.

1589. Have you amongst those trades that close early any co-operative stores?—Yes, they close on Wednesday afternoons.

1590. And do they sell more than one kind of article, as is usual?—Yes, they have grocery, drapery, and butchering departments.

1591. Therefore, the question of different trades being maintained under one roof does not trouble you in Bolton as to the different hours of closing, because you solve the thing by actual practice?—Yes.

1592. You find they close at the same time?—Yes.

1593. You say that if that were not the case it would be impossible to close one department in a co-operative store while leaving the others open?—Yes.

1594. But supposing there was a difficulty of that kind, and that it would be impossible for one shop containing many different trades to close at the hours that the other different trades closed at; assuming that the butchers closed on Monday, the grocers on Tuesday, and the drapers on Wednesday; in your opinion, might not the Bill apply to many other parts of the country where such a difficulty does not exist; and would it not be a benefit to have it as it stands, even with that anomaly?—I do not know that I follow the question.

1595. Your contention is that in a particular town it might be found that the different trades of butcher, grocer, and draper closed early on different days, and that that would make it very awkward for certain stores in that town that had a butchering department, a grocery department, and a drapery department?—Yes.

1596. But do you think that those circumstances so often exist throughout the country generally

Mr. *Edwards*—continued.

generally that difficulties of that kind would cause the Act to be nullified?—Yes. Under the Act, as it stands, with the classification of trades, those shops would be always closed if the different trades have different days for early closing.

1597. That would work harshly upon them, you think?—Yes.

1598. And, therefore, the tendency would be not to apply the Act in those cases?—Yes.

1599. But my point is this: do you consider that that is so seldom likely to happen that the Act is of great advantage for the rest of the country owing to its practicability, and being able to be applied in other parts of the country?—No, I think it would be better for the rural districts if it were amended in the way we suggest. There are many shops in the rural districts that have a grocery and a drapery business, and it would be far better not to classify the trades.

1600. But I do not think you quite see my point: that this Bill does not only apply to large towns, where there may be difficulties of this kind, but it applies to the whole country, and therefore in small towns such a difficulty as I am mentioning would not occur, would it?—Yes, in small towns it is of more frequent occurrence that shopkeepers have both a grocery and drapery business.

1601. But the difficulty of closing would not occur, would it?—If the grocer decided to close on one day and the draper on another, those men who had the two businesses would have to close two half days.

1602. Therefore you think, in those cases, the Act would not be practicable?—No, not as it stands.

1603. You suggest that, after the time fixed for closing, the assistants are to go within a certain specified time?—Yes.

1604. Do you think that is a workable provision?—Yes.

1605. How are you to find out whether they are there or not?—By seeing the lights, the shop would be lit up.

1606. But many shops are lit up now without anybody being in them?—But you could see through the windows; and if they are lighted up in the way you suggest it is only *in* the windows.

1607. It is suggested that a difficulty of this kind might occur; supposing that a porter working on the premises belonging to the shop were sent with parcels after hours, would you apply the Act to him?—His time would not have to extend beyond thirty minutes.

1608. Supposing the Bill were to remain as it stands, do you suppose that there would be longer employment of assistants after the system of early closing comes into vogue than there is now; you have had some evidence, have you not, in Bolton of early closing?—Yes.

1609. There was a time when they did not close early?—Yes.

1610. You know the assistants well in Bolton?—Yes.

1611. Do you find their experience is that they are kept longer after closing hours now than they were before?—No.

Mr. *Edwards*—continued.

1612. Therefore, the difficulty does not occur?—Only in exceptional cases.

1613. Therefore, you are wanting to provide really for a difficulty that does not occur?—It does occasionally; but it would in other places, more than in Bolton probably.

1614. What do you know about other places?—I was at Newcastle-on-Tyne, for instance, for four years, and very often we find there that they are kept a longer time.

1615. After closing?—Yes.

1616. Longer than they are in Bolton?—Yes.

1617. But they would not be kept a longer time after early closing than they were before, would they?—They might have to stay an hour after, which would bring the time up to the present time.

1618. But why would they stay so long; how could that be. If they closed ordinarily at nine, and were kept in an hour later, that would release them at 10 o'clock; but if you had early closing at eight, even if they were kept the same time as before, that would release them at nine, would it not?—Yes, but it is quite possible that they would be kept an hour later where it is only necessary for them to be kept half-an-hour; and we want to provide for their being kept only the half-hour; we think that is quite long enough.

1619. I am not saying anything as to the length of time, but only how far it can be carried out in practice?—If we say that the shop is to be closed at eight, and everybody must be out of the shop 30 minutes afterwards, then assistants could make appointments with some degree of confidence of being able to keep them; but with no time stated they might have to break them on every occasion.

1620. But, as a matter of fact, you do not apprehend that they would have to be kept longer under the system of early closing than they are kept now. They would be kept in for the same purposes then as now, would they not?—Yes, but the customers themselves might come in just a few minutes after 8 o'clock and stay a longer time than they really need, as they do very often now. We have found them stay an hour and an hour and a quarter.

1621. But the same would happen then as happens now?—Yes.

1622. And as you would gain an hour in closing you would gain an hour in leaving the shop?—Yes, but we want to make it a more definite time for getting out.

1623. Now, take the case of the grocer and tobacconist, about which you were asked some questions. If a grocer sells tobacco, as they do now, and if the grocers close early now, they do not find any practical difficulty, I suppose, from the fact that the tobacconists keep open now while they close early?—No.

Sir *Francis Powell.*

1624. You have some machine shops in Bolton, ironworks?—Yes.

1625. What are their pay days?—Some on Fridays and some on Saturdays; Friday night and Saturday morning.

1626. Is

Sir *Francis Powell*—continued.

1626. Is the usual pay day Saturday or Friday?—Friday is the more general day.

1627. Are they paid weekly?—Yes.

1628. What are the pay days in the collieries?—I cannot say exactly for the collieries; I believe some of them are on the Friday and some on the Saturday.

1629. Are many paid on Saturday?—No, I think the majority are paid on Fridays.

1630. Do you know of any collieries where the men are paid on Saturday?—I do not know of any collieries where they are paid on Saturday, but they are a little out of the town, and I am in the centre of the town.

1631. You stated, if I rightly understood you, that the hours are longer in the outlying districts than they are in the centre of the town?—Yes.

1632. Have you stated the reason why they should be longer?—No; there seems to be no reason whatever, only that they have got into the habit of keeping open late, and customers keep running in to the last minute.

1633. Are you speaking of districts inhabited by the working population, or of what are more generally known as residential districts?—There are many of the working classes living round there in Halliwell-road and Derby-street.

1634. Do these people of the working classes, living in the districts that you speak of, work in Bolton?—Yes.

1635. They have to go home?—Yes.

1636. Therefore, it is probably more necessary that they should be rather later in shopping than it is for those who live close to their work?—But the works are also in close proximity to the homes of the people in these districts.

1637. You did not hear my question. I asked you whether many of those living in the district you speak of do not work in Bolton, but live in the outskirts?—Many of them may; but, if the men work in the town of Bolton, and they live out in these districts, there is the wife to do the shopping.

1638. But does the family never work in factories in Bolton?—Yes, many of them; but there is always somebody at home to look after the home.

1639. But is that, or is it not, the reason why it is more convenient for them to shop later than it is for those who live in Bolton itself nearer their work?—No, I do not think that is any reason.

1640. I only wanted to know if that was present to your mind. Do you admit that the convenience of the public should be considered in the solution of these difficulties?—The convenience of the public is pretty well considered.

1641. Do you think it ought to be considered?—It is provided for; it is the public mainly themselves who say that they could shop earlier, only that they know the shops are open, and they leave it to the last moment.

1642. I received a letter this morning, not from a member of my constituency, but from the Shop Assistants Society, saying that neither the advantage of the public or of the employers, nor the convenience of customers ought to be considered in the slightest degree; that the only thing Parliament ought to have regard for was the convenience of shop assistants. Is that your view?—This Bill is for shop assistants; and the public will look after their interests equally as well as we are trying to do in looking after ours.

1643. But I am speaking of the action of the Legislature. Do you think that the Legislature ought to have regard to the convenience of the shop assistants exclusively?—No, I do not claim that.

1644. But my correspondent did claim that; do you share the views of my correspondent?—To a certain extent I do, because it is thoughtlessness on behalf of the people, they admit it themselves, the majority of the public.

1645. I was not speaking of thoughtlessness, I was speaking of reasonable convenience?—They have reasonable convenience at the present time, and reasonable convenience would be guaranteed under the Act, because the employers would look after that, that they allowed plenty of time for customers to do their shopping in.

1646. But you forget that if Parliament puts its hand down on this, the discretion of employers is gone; they cannot accommodate themselves to circumstances, because the circumstances have ceased to exist if Parliament says you must close?—The employers would consider that prior to getting the Act put into operation; they would consider the time if two-thirds of the employers had to be in favour of the shops being closed or the Bill being put in force.

1647. Do you consider that longer hours are more consistent with a cash trade or with a credit trade?—With a credit trade in Bolton at any rate.

1648. Do you consider that the shortening of the hours would favour cash business and discourage credit?—I do not say it would altogether discourage credit, but these people would have to come in the day-time.

1649. What people?—The credit people. It is they who are keeping the shops open to a very large extent.

1650. Who?—The credit people.

1651. Because they come late?—Yes.

1652. Then the arrangement made for the credit people would be more disturbed by legislation than the arrangements for the cash people?—Yes.

Sir *Blundell Maple.*

1653. I suppose it is the very poor who have to buy on credit?—Yes.

Sir *Francis Powell.*

1654. Do the working people buy on credit?—Yes, in the small shops.

1655. Exclusively?—Not exclusively. When they have the ready money at the week end they go into Bolton to do their shopping; but during the week they get their provisions out of the nearest neighbour.

1656. They get credit during the week, and pay off so far as they can on pay day?—Yes.

Chairman.

1657. As regards the convenience of the public, I believe I am correct in saying that the Bolton Trades Council passed a resolution in favour of the Bill. Are you aware of that?—Yes.

Chairman—continued.

1658. Do you know how that matter stands?—They have passed a resolution in favour of it.

1659. That might be fairly taken then as an expression of opinion as regards the convenience of the public not being too much interfered with, might it not?—Yes.

1660. You mentioned in reply to an honourable Member that the hours were 65 per week. That was in the centre of the town?—Yes.

1661. And that in the outskirts generally the hours are considerably longer?—Yes.

1662. And you are desirous in the first instance, if I understand you rightly, to reduce the hours in the later districts so as to bring them to the more reasonable hours in the central part of the town?—Yes.

1663. As regards the feeling of small shopkeepers, I gathered that what you found was that they would be in favour of a measure which would close all alike at the same time?—Yes.

1664. There would be no desire on the part of small shopkeepers to be excluded from the operation of the Bill?—None whatever.

1665. Were you in Bolton in 1888, and do you remember a meeting being held there in favour of early closing?—There was one that was addressed by Mr. Stacey and Mr. Rowe of Manchester, and the vicar of Bolton was there and he signed the memorial.

Sir *Blundell Maple.*

1666. You were not there yourself, were you?—No, I have had that information given me by the committee.

Chairman.

1667. However, you know there was such a meeting?—Yes.

1668. Was a resolution passed unanimously at that meeting in favour of legislation for early closing?—Yes.

1669. That would also imply a general feeling on the part of the public that the hours were unnecessarily long, would it not?—Yes; it was a very large meeting and unanimous.

Mr. *Lawson.*

1670. In reference to a question put by the right honourable Chairman as to bringing up the later district shops to the level of the big establishments in the centre of the town, may I ask whether it is not the case in the outskirts that very few assistants are employed in shops?—There are many shops where they employ one or two assistants.

1671. But not on a big scale?—No.

Sir *Blundell Maple.*

1672. In reference to the meeting that took place at Bolton in 1888, was the knowledge that you gained of that meeting gained from the compulsory Early Closing Association with which Mr. Stacey is connected?—No, from our own association which was in existence.

1673. Where did you get your information from?—From the members of the committee.

1674. You were told it?—Yes.

Chairman.

1675. Your own committee?—Yes, who were in Bolton at the time.

Sir *Blundell Maple.*

1676. The Bill, you say, would not limit the hours of shop assistants, and does not necessarily limit the hours of shop assistants taking parcels home at night?—It would if we had this clause put in, that they must not be employed more than 30 minutes afterwards.

1677. The Bill at present does not limit it?—No.

1678. And young women who are in drapers' shops might be employed upstairs making mantles or trimming bonnets after the shop is closed?—Not if they were assistants working in the shop.

1679. According to the Bill as it is drawn?—Yes.

1680. But if the Shop Hours Regulation Act was extended, then shop assistants could not be employed taking parcels home at night, nor could young women be employed doing work upstairs?—No.

Sir *Francis Powell.*

1681. Do you know how many members there are in the Bolton Trades Council?—There are about 60 delegates.

1682. From whom?—Representing about from 18,000 to 20,000 operatives.

1683. Operatives of various classes?—Yes.

1684. Including the colliers?—Miners, spinners, engineers, painters, shop assistants, and all classes of trades.

Mr. *Diamond.*

1685. Could you give the Committee any idea of how many of those operatives in Bolton deal at the co-operative stores?—A large proportion of them.

1686. What would that be?—I should think the majority of them are members of the stores.

1687. And the stores have a half-holiday?—Yes.

1688. And what closing have they during the week?—They close half an hour earlier two nights a week than other shops.

1689. And at what time do they close on Saturdays?—About an hour earlier on Saturdays.

1690. So that a very large proportion of the working-class people in Bolton do not find it impossible to do their shopping, at least on Saturdays, in an hour, and on other days half an hour less than the ordinary shopkeepers keep their business premises open?—That is so.

1691. There is one thing which a witness before the Committee a few days ago spoke about; that is, what he called the back door trade after the shops were closed. Could you say whether you think that where customers really go to a shop which is closed, and they knew beforehand will be closed at a certain time, and yet they go and get served at the back door, that is pure carelessness on their part, or whether in many cases it may not represent the actual necessity of something they may require for the family that may have

Mr. *Diamond*—continued.

have been overlooked?—There were two shops that came under our own notice a little while ago that did that kind of trade, and we have written a letter to them asking them to discontinue it, but we have had no reply.

1692. Why do you think they do that trade?—Because the customers know that they can get these things if they go round to the back door.

Mr. *Diamond*—continued.

1693. And you think there would be no inconvenience whatever to a great many people if it was quite impossible for them to get anything in the way of groceries or such necessaries as they might require after a certain hour at night in a town like Bolton?—No, I do not think there would be.

1694. No practical inconvenience?—No practical difficulty whatever.

Mr. EDWIN LEWIS, called in; and Examined.

Chairman.

1695. YOU are Secretary, I believe, to the Grocery and Provision Dealers' Assistants' Association in Liverpool?—Yes.

1696. Will you give the Committee the hours which the shops are open in Liverpool?—The hours generally are, for the first four nights in the week, from eight a.m. until 10 p.m.; on Fridays, from eight a.m. till 11 p.m.; and on Saturdays, from eight a.m. till one a.m. on Sunday morning; that is speaking generally.

1697. Is there at present any tendency in Liverpool to shorten the hours?—Yes. Since 1890 we have been doing nothing else but attempting to shorten the hours. In 1890, in order to create public sympathy, torch-light processions were formed by certain employers and continued by other principal employers, after which the association was formed and mapped out into 11 districts, consisting of three assistants and one employer, and a considerable change was made, bringing the hours down then from 10 to 7.30 p.m. for the first four nights in the week. That worked very well for some time; but new men opened here and there, and, no doubt anxious to do as much business as possible, broke through this movement, and it really became worse than before, because it was a case of one man waiting for the other to close.

1698. Then I gather that you have been endeavouring to secure earlier closing without much success?—Yes.

1699. Do you see any prospect of obtaining shorter hours by voluntary action?—No, we do not. For instance, there are difficulties in this way. In Granby-street, Liverpool, there are 15 grocers, all of whom are in favour of a 7.30 p.m. movement; but one man, a new man in the street, keeps open until 9 and 9.30 at night; and, of course, in these days of such keen competition, the others are bound to follow suit; so that it is really 9.30 to 10 p.m. in that district before they are closed. The same thing occurs in County-road, where there are 20 grocers; and in Breck-road there are 26 grocers, and it is upset by two men.

Sir *Francis Powell.*

1700. What part of the town is that road in?—That is the East end.

1701. In what township; can you describe the district?—It is the Everton district.

Chairman.

1702. Am I right, then, in understanding that your association does not see much prospect

Chairman—continued.

of obtaining a more satisfactory state of things by voluntary action?—No prospect whatever. They have distributed during the five years some 500,000 hand-bills, and spent some hundreds of pounds, but it is worse now really than it was when they started. There are just a few principal firms who keep to the movement which was first inaugurated, but they find now, I am assured, that they will have to give way.

1703. Has your association considered the Early Closing Bill generally?—Yes.

1704. I will give you an opportunity of making any suggestions as regards points afterwards; but, taken as a whole, what is the view of your association with regard to it?—They are unanimous in accepting it as it stands, with the exception that they think a clause should be inserted for compulsory Sunday closing.

1705. I understand you to say that your association are unanimously in favour of the Bill as it stands, but that they would like to see a clause extending to Sundays?—Yes, because if we got a requisition signed by two-thirds to close at 10 p.m. on Saturday night, it is just possible that in some parts they would think they could open again at five minutes past midnight, and do an hour to an hour-and-a-half's business.

1706. But probably you would not like to run the risk of losing the Bill by overloading it?—No.

1707. You would rather take the Bill as it is than do that?—Yes.

1708. Have you any minor suggestions you would wish to make on the Bill, that you would like to bring before the Committee?—No, nothing at all.

1709. Can you say anything with reference to the feeling of the shopkeepers in Liverpool; have you any information to give to the Committee upon that point as to their view?—We had a deputation with the employers on Monday last, and they are unanimous, the same as we are, in accepting the Bill, that is, speaking for the Grocers' Association.

1710. The grocers have an association of their own, the employers?—Yes.

1711. And they also are in favour of the Bill as it stands?—Yes; I believe they are going to send a witness to give evidence to that effect.

Sir *Francis Powell.*

1712. I might ask one question to clear the ground; I take your answers as applying to the grocery trade alone and not to other trades?—Yes.

 1713. I understand

Mr. *Tennant.*

1713. I understand from what you have told the right honourable Chairman that you are in favour of the Bill absolutely as it stands?—Yes, with the addition of a clause as to Sunday closing.

1714. That is to say that you do not agree with the last witness, who wished to alter the first clause so as to make it general, instead of applying to particular trades?—I do not.

1715. Might I ask whether, either you personally, or your association, think that there would be any friction or difficulty in working the details of the Bill?—I do not think so at all, not after our deputation to the employers, they are decidedly in favour of it.

1716. You speak with regard to Liverpool only, I take it?—Liverpool only.

1717. In order to apply this Bill would you find out the opinion of two-thirds of the inhabitants of Liverpool as a whole, or would you subdivide it?—I would take Liverpool as a whole.

1718. Do you think that is a matter that would be practical?—Yes, I think so.

1719. And easy?—Yes, and easy.

1720. And would you make your association responsible for finding out the will of the shopkeepers?—Yes, that would be the association's work.

1721. In the event of a dispute, supposing such a thing were to occur, as one trader disputing your figures, how would you settle that?—I should let the local athority settle the genuineness of the signatures.

1722. How would you set about doing that; would they have to go and visit the occupier of the shop?—Yes, that would be the only way.

1723. That might cost a great deal of money, you know, if it came to be a constant thing?—I do not think so; they would have an idea at least who they did suspect of being wrong, and they could go to three or four in the requisition and find out whether it was correct.

1724. In the event of money having to be spent, do you think that the local authority might impose a rate?—I do not think that would be necessary; the expense would not be so great as that.

1725. Of course that is a matter of opinion, is it not?—Yes.

1726. With regard to the fifth clause of the Bill, you would leave that as it stands. You see we are assembled here to try and make this Bill a workable Act; and certain members of the Committee have a certain amount of difficulty in working out the details of this thing, and I want to ask you, as a practical man, what suggestions you have to make, or how you would clear up these even trifling difficulties?—I should close each department and cover it up, and make it illegal to sell, whatever trade it was, and leave the others open. That is the opinion of our committee.

Mr. *Lawson.*

1727. Is the grocery trade, could you tell me, remarkable for its long hours in Liverpool?—Yes.

Mr. *Lawson*—continued.

1728. It is exceptional in that respect?—I should say so.

1729. Has that a tendency to increase the size of the grocers' shops and make them on a big scale?—Not generally; it might be in one or two cases, but not generally.

1730. What is the average number of assistants employed in grocers' shops?—The average of assistants, I should think, would be three.

1731. They are none of them domestic shops, I mean shops worked by a man and his family; they are all on a larger scale than that?—Yes; of course there are small shops in the side streets worked by the man himself.

1732. Your complaint is, of course, that the shop assistants are forced to work longer hours than is good for their health or conducive to their happiness?—Yes.

1733. Do you not think it would be possible to shorten their hours by other methods than those proposed in the Bill?—I do not think there is any other way possible; not a fair way.

1734. Why should it not be done by extending the Act of 1892?—You mean the lads' Bill?

1735. I mean the Shop Hours Regulation Act, the lads' Bill, as you call it?—That would hardly be fair. For instance, a large employer, having a lot of branches, would be obliged to close those branches at a certain time, whereas a man working for himself would be able to keep his shop open.

1736. Why should he be obliged to close; he could make arrangements for the assistants not to work an excessive number of hours, could he not?—That would entail a great deal more expense.

1737. It is a matter of re-arrangement, not necessarily of expense, surely?—Yes, I think so.

1738. Say there are three assistants in a shop; you give the example of a man who has a variety of shops in different parts of the town; would it not be possible for him so to arrange the work that no man had more than would be admitted to be the fair amount of work?—Not without an additional staff.

1739. Would the loss, by his having to employ more assistants, be as great as forcing him to close earlier than the population could shop?—Yes.

1740. At what time do the working-class people in the Everton district of Liverpool leave off work?—In the Everton district there are practically very few working men; it is more down by the docks, and that way, and they leave off at half-past five.

1741. Why are shops kept open so late, then—the grocers' shops?—As long as the public will shop, the shops will keep open; but if the public knew that the shops were closing at a certain hour, they would get their purchases in before, or the next morning.

1742. By the Bill, would you deal with that district only, or with the whole town?—The whole town.

1743. Therefore, you would treat all districts as if they were on the same footing as that Everton district?—Yes.

1744. Although it is possible that the hours of labour come to an end much later in other parts of

Mr. *Lawson*—continued.

of the city?—I think the time for leaving off work is pretty general in Liverpool, that is, from five to 5.30 p.m., which would give them plenty of time if the shops close at seven. The communications between different districts are so easy that they could get there in plenty of time.

1745. Do they leave off work as early as 5.30 in all the industries in the town?—Yes, speaking generally, with the exception of clerks, and they leave off about six o'clock.

1746. Do the other shops of other kinds keep open as late as yours?—Not the drapers.

1747. At what time do they close?—About eight o'clock.

1748. Do you believe that the effect of closing all businesses at an earlier time would prejudice the small shopkeepers?—It would, to a certain extent, no doubt; but I think it would only be fair each way, for large shopkeepers as well as small.

1749. On the whole do you not think that this Bill would be a benefit to the large shopkeepers?—No, I think it would benefit both; they would not have such long hours to work, and their health would be better.

1750. But you think the small shopkeeper would be injured to a certain extent?—Very little I should think.

1751. At the present moment I suppose he keeps open rather later than the big shops?—Yes,

1752. In the Everton district are there many small shops where a man works with his family?—Yes, there is a great deal of that.

1753. What is the feeling of that class of men?—We only visited just the main thoroughfares; in the side streets we have not got their opinion.

1754. Do you think they would be against the Bill?—No, I do not think so.

1755. Although it might lead to injuring them in their trade?—It might slightly, but not generally.

1756. What would be the feeling of the general population towards early closing, or towards the Bill by compulsion?—The feeling is in favour of the Bill.

1757. In favour of compulsion?—In favour of legislation.

1758. Has there been any expression of public opinion on the matter?—There was a meeting held of shopkeepers' assistants and the public in January of last year; there were over 5,000 there, and a resolution was passed unanimously in favour of the Bill.

1759. Was that meeting composed of assistants mainly?—No, shopkeepers' assistants and the public.

Chairman.

1760. It was called by the mayor, was it not?—Yes.

Sir *Blundell Maple.*

1761. The clauses of the Bill were not discussed?—No.

Chairman.

1762. May I clear the point up about this meeting. It was called by the mayor, and the mayor was in the chair?—Yes.

Chairman—continued.

1763. And the clauses of the Bill were explained to the meeting?—Yes, generally, but not minutely.

Sir *Francis Powell.*

1764. Was the mayor in the chair as approving of the Bill or as chief magistrate?—As approving of the Bill.

Mr. *Lawson.*

1765. How do you propose to deal with mixed shops?—We could only deal, of course, with the case of grocers.

1766. I was thinking that you were going outside your own trade?—No, it is not decided to do so at present.

1767. But in the case of a shop that partly dealt with one trade and partly with another, under the compulsory provisions of this Bill how do you propose to fix the hours of closing?—Each department would close at whatever hour is agreed upon, and leave the others open.

Sir *Blundell Maple.*

1768. On that point, in a general shop where the things are all over the place, how would you separate the things that belonged to one class of trade from those of another?—We should trust to the employers to cover the things up and say it was illegal to sell after a certain time.

1769. But surely the different goods are all over the place?—As a rule they have the different things together of a particular trade.

Mr. *Lawson.*

1770. Your main object is to curtail the hours of assistants. The shopkeepers, you think, can look after themselves?—Yes.

Dr. *Farquharson.*

1771. You told us of one large and apparently representative meeting in Liverpool in favour of this Bill; has there been any expression of opinion the other way in Liverpool?—No, not to my knowledge.

1772. Was that meeting followed up by a meeting expressing an opposite opinion?—No.

1773. I think you say that the meeting was unanimous. Were no amendments moved, and was there no hostile demonstration?—Nothing of the kind.

1774. What steps did you take to find out the opinion of the grocers in Liverpool for or against this Bill?—We take petitions round and get those in favour of a certain hour at night to sign. By that means we can find out which are in favour of early closing and which are not.

1775. Have you got a considerable number of shopkeepers in Liverpool pledged to your opinion?—Yes.

1776. Large as well as small, or small as well as large?—A mixture; small and large.

1777. As regards these very late hours that you describe to us, from eight a.m. to 10 p.m. and one a.m. on Sunday morning, those do not include the time that the shopkeepers may be employed in the shops before the shutters are taken down or after they are put up, I suppose?—That

Dr. *Farquharson*—continued.

—That is the time when the shutters are put up, speaking generally, in Liverpool.

1778. You mean that the shops open at 8 a.m., but that before eight the shopkeepers may be employed for some time in the shop arranging the goods?—It is quite possible; but the assistants would not get there till eight o'clock.

1779. What are your main reasons for desiring this legislation?—The health of the assistants.

1780. You think that the health of the assistants suffers from these long hours?—I do.

1781. What do you think interferes with the health of the assistants; is it the bad air?—The confinement for such long hours.

1782. Is it the standing, or the bad air that they breathe?—I think it is the bad air more than anything else.

Chairman.

1783. A combination, probably, of all?—Yes.

Dr. *Farquharson.*

1784. I suppose in the grocery trade few women are employed; they are nearly all men?—They are nearly all men. There are just a few cashiers.

1785. What is the general standard of health, if we may put it so, of shop assistants in Liverpool, as compared with that of other sections of the community?—I do not quite catch that.

1786. Are the shop assistants of Liverpool more or less healthy than people who are not shop assistants?—I know nothing definite on that point; but I think shop assistants suffer more than anybody who is outside all the day long.

1787. Is that a general impression, or the result of any kind of evidence?—Just a general impression.

1788. It is an abstract idea that long hours and bad air ought to be bad for people?—Yes.

1789. But is it bad for people?—We have no definite proof on that point.

1790. You see a good many of them, I suppose?—Yes.

1791. Have they made complaint to you personally?—Yes, they have made complaints to me personally of the long hours, of their being always confined indoors, and having no time for recreation.

1792. Would you think, from looking at them, that they are less healthy in appearance than people differently employed?—Yes, they are much paler in appearance than people who are employed outside.

Mr. *Diamond.*

1793. You heard the evidence of the gentleman from Bolton?—Yes.

1794. Did it not strike you that there was a very remarkable contrast between the hours of opening the shops in Liverpool and the hours that prevailed in Bolton?—Yes; Bolton is a much more compact town, and they can work better in Bolton than in Liverpool.

1795. What is your explanation of the fact that in Liverpool you have so much longer hours,

Mr. *Diamond*—continued.

1 a.m. on Sunday morning instead of 10 on Saturday night?—The general opinion in Liverpool is that there is a certain class of men that get their wages in the afternoon, and go to the public-house, and they are there until late at night, and the tradesmen get only what money is left.

1796. Do you think that such a class of men as you refer to would not be found in Bolton; that go the public-house on Saturday night when they get their wages?—Possibly so.

1797. Do you think that the different class of work that prevails in Liverpool, and the fact that you have a shifting population, a large dock labour population and people dependent upon the shipping, which necessarily causes a greater irregularity in the working hours, and an irregularity in paying wages, has something to do with it?—Yes, that, no doubt, has something to do with it. People in Bolton, I should think, would be employed regularly at Bolton.

1798. In mines and workshops with regular hours?—Yes.

1799. I should like to know this from you: do you think that, if all the shops were open, say, nine hours a day in Liverpool, they would do as much business in the week as is done now; that is to say, would the effect of reducing the hours of shops being open tend to curtail trade at all?—No; people would know at what time the shops closed, and they would purchase before they closed.

1800. Do you think that would have no effect in diminishing the consumption of goods?—Not at all.

1801. Do you think that people would lay in everything in proper time?—They would get it before they closed.

1802. Keeping in view the fact that this Bill opens up, as it does, a new principle in regard to trading, namely, by compelling a man to close his place, which is entirely different from the legislation carried out by the Factories Act, where the tendency was to curtail the hours of labour, and not to close the place entirely, have you considered whether or not the principle of the present Shop Hours Act, if applied to all classes of people engaged in shops, would not benefit the assistants?—I do not think it would. As I said before, a man who works for himself would be allowed to keep open, and other large employers would have to close or go to a large amount of expense for extra assistants.

1803. But you do not think there would be any hardship in telling a man who had a shop that he must close it at a certain hour, and must not even work in it himself beyond that hour?—I do not think there would be any hardship at all; it would be just as well for him as for the assistants, because he would work shorter hours himself, and if everybody closed people would make their purchases earlier.

1804. You have already said that you think there would be no inconvenience?—Not at all.

1805. Now this Bill embodies two principles; it is voluntary up to a certain point, and then it becomes of a penal character. Do you think that if once tradesmen find out that they are subjecting themselves to certain penalties in the event

Mr. *Diamond*—continued.

event of remaining open, that will not militate against their being in favour of closing in the first instance?—I do not think so. So far as Liverpool is concerned, they are in favour of closing; they think it is better for them to close.

1806. The penalties proposed in the Bill you think adequate for that purpose?—Yes.

1807. You would not be in favour, as one witness was, of making it for the third offence three months' imprisonment?—No, I should consider that a hardship.

1808. You think that would really have the effect of preventing people being in favour of putting the Act into operation?—No doubt.

1809. In regard to the inspection to see that the shops really are closed, and that work is not going on inside, would you be in favour of that work being handed over to a policeman, or to a shop inspector?—I think the fairest plan would be for another man of the same trade to notify that a certain party over the road is keeping open, to a policeman, and let him deal with it.

1810. How would you allow a policeman to deal with it; would you allow a policeman to enter a shop, knock at the door, and demand admittance in order to see whether work is going on?—Yes, I should think that that would be the fairest plan.

1811. I only wanted to know, because you will be aware that the British public does not quite like policemen prying into its private affairs and going into places of business. Do you not think that tradesmen generally would object to policemen demanding admittance, and going through their premises to see whether people were at work?—I do not think so; I think they would be more in favour of a policeman than of occasional inspectors.

1812. Do you think they would be more in favour of a policeman than of a regularly qualified shop inspector?—Yes, if it was pointed out, as I say, by another member of the trade.

1813. You would leave it to one tradesman to inform against another?—To point out that another was breaking the law, and let the policeman deal with it.

1814. You think that would be found to operate sufficiently; that if any tradesman saw another breaking the law he would direct attention to it?—Yes.

1815. And that you would thus be able to deal with those inclined to break the law effectually?—Yes; and policemen are so numerous that they would have a better opportunity than the inspector would, who would really only go into the district occasionally.

1816. Has it occurred to you in a large town like Liverpool what hours you would be inclined to fix as a reasonable hour for closing on a Saturday night?—Ten o'clock.

Sir *Blundell Maple.*

1817. Do you speak on behalf of the grocers only?—The grocers' assistants.

1818. You stated just now that shops in Liverpool open at eight o'clock on four days in the week and close at 10; at eight o'clock on Fridays and close at 11; and at eight o'clock on Saturdays, and do not close till one on Sunday mornings?—That is the general rule all round.

Sir *Blundell Maple*—continued.

1819. For all the shops?—There are some shops in the centre of the town, of course, that close earlier; the average all round would be about 81 hours.

1820. Let me just follow that. Have you any worse cases than those?—No, those are the worst.

1821. But surely you have got many that are very much better?—Yes, in the centre of the town.

1822. Do you mean to say that butchers and bakers, and drapers, all keep their shops open as late?—In the case of butchers and bakers; I would not say with drapers.

1823. Nor ironmongers?—No.

1824. Ironmongers do not?—No.

1825. Then, about off-license grocers, surely they are not allowed to be open until one on Sunday morning?—No.

1826. What time do your public-houses close?—At 11 o'clock.

1827. Do you mean to say that all these small shops are open until one on Sunday morning?—Yes, in certain parts of Liverpool.

1828. Would you say all the shops?—No.

1829. There are few shops, I presume, that keep such late hours?—Yes, in certain parts of Liverpool and the surrounding districts.

1830. But not generally?—No.

1831. There are a few?—A good many, in fact.

1832. A good many in the total; but these are the worst cases?—Yes, a few in each district.

1833. But others close earlier?—Yes; they do not close much before 12, though, the whole of them.

1834. But I have been through Liverpool and have not noticed it?—That was in the centre of the town perhaps.

1835. No, in the outlying districts. Did you say just now, that as regards Clause 5, that you do not agree with that clause in the Bill?—Yes, we agree to that.

1836. I thought you told one of the Members of the Committee just now that you did not?—Applying it to each department, I should say.

1837. That Clause 5 says, that if a shop is to be closed for the purpose of one trade it is to be closed for all. You do not agree with that?—No, I should close the department.

1838. You mean that certain things should not be sold in a shop, because some other shop that sells those things is closed?—Yes.

1839. Surely you must see in small shops the great difficulty that would exist in dividing the things in those small shops into different departments?—There would be a certain amount of difficulty, but so long as the shopkeeper knows it is illegal to sell an article, I think he should not do it.

1840. Are you not aware of the fact that trades run one into another?—Yes.

1841. Are there not many things, for instance, that you buy at the draper's, as the drapery business is done now, that you also buy at the grocer's?—Very little drapery.

Sir *Blundell Maple*—continued.

1842. Such things as brushes?—That would come in more in the tallow chandler's.

1843. But grocers sell them in small shops?—Yes.

1844. How is the small shop going to separate the departments and cover them up?—In the case of the grocer you could.

1845. But you find all those things in the window, do you not?—Yes; it would be difficult to cover them up in the window; but inside the place, for their own convenience they would have each of the different things together, I should think.

1846. As regards this Bill, have you thoroughly studied it?—Yes.

1847. Do you think that shopkeepers generally are going to approve of this Bill?—So far as Liverpool is concerned, they are going to do so.

1848. You do not think shopkeepers would be diffident about signing, because the Bill cannot be put into operation, as you are aware, unless there are two-thirds of the shopkeepers in a particular class signing in favour of it?—No.

1849. Do you think there would be no difficulty in that?—I think there would be none at all so far as the grocery trade is concerned.

1850. But I am asking you of all other trades?—I cannot speak of other trades; my information is from the grocery and provision dealers alone.

1851. And you think they would agree to close at a certain hour?—Yes.

1852. And you think also that they would agree to close at an earlier hour than 10 at night?—The hours, I think, would be something like seven for the first four nights, eight to 8.30 on Friday, and 10 on Saturday.

1853. And you welcome this Bill as being a great safeguard to shop assistants?—Yes.

1854. But supposing the Shop Hours' Regulation Act were to be made to apply to male and female labour, would not that, if it limited the hours in the week for all assistants to that number be satisfactory?—I do not think that would work satisfactorily.

1855. Why not?—The men that work themselves would work in the shops and keep them open, while other large employers, I said, for instance, Mr. Pegram, who has 61 shops in Liverpool, would have to close.

1856. At what time does he close?—At 7.30.

1857. He does now?—Yes.

1858. Then he would not be affected by this Bill?—If it was seven o'clock he would.

1859. But only to the extent of that half-hour?—Yes.

1860. This Bill, I suppose you recognise, would only touch the small people, who are now the late closers; it would not touch the big people, would it?—There are several of the big people who are against closing, but the majority are in favour of it.

1861. But no big people now, no big shops now, are open so late, are they?—Not the first four nights in the week.

1862. And the other nights in the week, those who are open so late as the smaller shopkeepers would agree with the two-thirds to close them earlier than they now close?—Yes.

Sir *Blundell Maple*—continued.

1863. There would be no opposition, would there?—There would be no opposition, I think.

1864. I want to understand this point; the large shopkeepers now close, or most of them, the generality, close much earlier than the small shopkeepers?—Yes.

1865. If the small shopkeepers came down to earlier closing they would not come by any concerted action to such an early closing as now exists with the large shops, would they?—They would agree with the large shops then.

1866. But the large shops would not be affected, I contend, by this particular protection?—They would in the case of Fridays and Saturdays.

1867. You think the large shops would be made to close earlier by the small shops than they now close?—No, because they close pretty early now, the majority of them.

1868. That is what I say, the large shops by this Bill, who signed a requisition to close earlier, would not be affected, but the shops that would be made to close earlier would be the small shops, not the large shops?—But we should have to get a good deal more than we have at the present time to sign the requisition.

1869. But the large shops would not be made to close any earlier, because they now close earlier than the small shops?—They close from 7.30 to eight; but if the Bill arranged to close at seven they would be affected.

1870. But would you get all the small shops to agree to close at seven?—That is doubtful, of course.

1871. Then the result is, as I put it before you, that if this Bill becomes law the large shops would be able to assist in making the small shops close, while they themselves would have no chance of being affected by the action of the small shops?—Then they would have the action of revoking the order if they were over one-third in a majority.

Chairman.

1872. Should you have any doubt as to the Liverpool Corporation carrying out the wish of the tradespeople, if it was signified under this Bill?—I do not think so. I have no doubt at all.

1873. And as regards Clause 5, I think I understood you to say that you did not anticipate any practical difficulty in carrying it out?—No.

1874. I believe I am right in saying, am I not, that there is a well organised association of master grocers in Liverpool?—Yes.

1875. Do you know what the view of that association is, whether it is in favour of legislation?—Wholly in favour of legislation.

1876. And of this Bill?—Yes. We considered this Bill with them last Monday in a deputation from the assistants to the masters.

1877. And they were quite in favour of this Bill?—Quite.

Tuesday, 2nd April 1895.

MEMBERS PRESENT:

Mr. Diamond.	Sir Blundell Maple.
Mr. Edwards.	Sir Francis Powell.
Sir John Gorst.	Mr. Samuel Smith.
Mr. H. L. W. Lawson.	Mr. Tennant.
Sir John Lubbock.	

THE RIGHT HONOURABLE SIR JOHN LUBBOCK, F.R.S., IN THE CHAIR.

Mr. BRYCE GRANT, called in; and Examined.

Sir *Blundell Maple.*

1878. IN what trade are you engaged?—That of a draper.

1879. Where?—At Penge.

1880. Will you kindly tell the Committee how many years you have been in business at Penge?—Twenty-five years.

1881. And previous to that?—I was at Penge, and in business also in partnership at Forest Hill.

1882. And previous to that?—In the West End, at Marshall and Snelgrove's.

1883. And you have taken a prominent part since then, and while you were in that firm, in trying to get shops closed at an earlier hour?—Yes. I represented that firm in the Early Closing Association for some years; and I was a member and assistant-secretary of the committee that brought about the earlier closing in the West End.

1884. And you still would like to see much earlier closing of shops?—Yes; I think it is very desirable that it should be so.

1885. You also took a very active part, I believe, in the old Early Closing Association; you occupied a position there, did you not?—Yes; I became a member of the Board of Management, and afterwards vice-chairman of that association; that was during the time it was at 100, Fleet-street.

1886. And up to the present time the whole of the early closing that takes place in the country throughout the length and breadth of the land is all voluntary early closing?—I believe so; I know of no instance in any town except of voluntary effort.

1887. Even the holidays, which are bank holidays, namely, the day after Christmas Day, Easter Monday, Whit Monday, and the first Monday in August, in London, have been entirely conceded by shopkeepers?—Yes; I consider that one of the finest examples of voluntaryism that we have ever seen in this country or in any other country.

1888. There is no Act of Parliament which compels the shopkeepers to close on those days?—None whatever.

Sir *Blundell Maple*—continued.

1889. You are still in favour of voluntary action?—I am still in favour of voluntary action.

1890. Do you find the customers and the public more alive generally every year to the benefit of early closing?—Yes; everyone takes a deeper interest in it than they used to do, the public, the shopkeepers, ministers, doctors, and all classes of professional men.

1891. Do shop assistants, within your knowledge, work shorter hours now than when you first commenced work in London?—Decidedly so; there can be no question about the shorter hours in the larger shops, and in a great proportion of the smaller shops. The shop assistants work shorter hours than they did when I came to London first, and, indeed, when I commenced business 25 years ago.

1892. Do you consider the occupation of a shop assistant very unhealthy?—Not necessarily so; on the contrary, I have taken the trouble since this Committee began its sittings to write to our doctors, to find out from the medical men connected with our association how many cases they have dealt with during the time they have been our medical officers. Seven of these gentlemen have replied, and one lady doctor, which makes eight, and they all say (those that have had cases at all) that they are happy to state that they do not think they can attribute the suffering to excessive working in shops, or say that there has been any illness caused by shop labour. I shall be very pleased to hand these replies to any of the Committee. They are the replies of seven representative medical men and one lady.

1893. I suppose you do not contend that there are no people of weak constitution who suffer from the working in shops?—A weakly constitution would break down, of course, in any employment.

1894. But especially indoors?—Yes, especially indoors. Of course, I find that many young ladies are sent to the drapery trade because they are not robust, and there the labour is not excessive. It is rather tedious, but it is not excessive;

Sir *Blundell Maple*—continued.

and at times there is practically no labour at all. If you put a young person in a workroom to sew at a machine, and she uses that machine, that is a continual period of labour; but in a shop there are hours during the day when an assistant practically does little or nothing; the pinch comes, we will say, a little in the morning, and frequently in the evening, after tea.

1895. Young women in shops are treated now with a great deal more consideration than they used to be, are they not?—Yes; I think in the majority of shops they are treated with every consideration, and that a very much better feeling exists between their employers and themselves than used to do.

1896. In 1890, I believe, you were one of the gentlemen who left the old Early Closing Association, and started a Voluntary Early Closing Association?—That is so.

1897. You did so, believing that this early closing could better be done by voluntary action than by legislation?—That is one of the reasons for which I left; of course, there were other reasons.

1898. What other reasons?—Well, the society had commenced to prosecute people, indeed, they were endeavouring to carry out the Act of Parliament by which children and young people should not be employed in shops beyond a certain hour, and I thought a society receiving money for a benevolent purpose had no right to enter into a course like that, and prosecute on its own account. I believe that that view is probably entertained by the society itself now.

1899. Your experience caused you to think that voluntary action is still better than compulsion?—I still think so.

1900. I suppose by that you mean, that if any legislative interference occurred it might make bad blood between the employée and the master?—Yes; I think that for one thing; and I think the tendency of it would be to more and more apply the Factory Acts to shops.

1901. The Shop Hours Regulation Act, you mean?—Yes, that is to say, the principle of paying an assistant by the hour or by the day would be probably adopted in the long run, and the young people would therefore lose the many advantages which they already possess, like weekly holidays, and half-holidays, and holidays in the summer, and bank holidays; those would be deducted from their wages, and in that case the shop assistants would only be paid for the hours they actually worked. I think if legislation were adopted that would be the end of it; it would come to something like that.

1902. Then, in your experience, great improvement has been made in London in the early closing of shops?—There is no doubt whatever about that, not the slightest doubt.

1903. And especially as regards the weekly half-holidays?—As regards the weekly half-holidays, and that has been a thing that our society has worked more upon lately than any other.

1904. The voluntary early closing?—The voluntary early closing; and it is owing to the express wish of many of their subscribers that they seek, if possible, to get the weekly half-holiday. They find the half-holiday in the week to be of great use to them in many ways.

Sir *Blundell Maple*—continued.

1905. Am I right in saying that 15 or 20 years ago very few of the smaller shops had weekly half-holidays?—Practically none.

1906. Can you give the Committee any information respecting the half-holiday now existing in all parts of Great Britain?—I refer the Committee to a book that I saw the other day and that I have here. This book is a guide, I believe, to the commercial traveller, and I find in this book there are recorded something like 952 towns which are already closing earlier throughout the country than they used to.

1907. Will you put that in?—Yes, I will put that in (*the Witness handed in the book*).

1908. This is a book not issued by the Early Closing Association?—No, it is not issued by us.

1909. I see it is issued by the Commercial Travellers' Christian Association?—Yes.

1910. It sets forth the early closing day and the market days?—It is for the guidance of commercial travellers, so that they may not go to a town that is closing on the day that they are advised.

1911. I see here by this that there are 952 towns and districts in England, Scotland, and Wales that close earlier than formerly?—That is so.

1912. That is to say, towns that have the half-holidays?—Yes, towns that have the benefit of the half-holiday during the week.

1913. And all that has been entirely got by this voluntary action?—It is voluntary on their part, certainly.

1914. It has been said that the earlier closing of shops on five days of the week is not making the same progress that it did; is that because shops now generally close as early as they can, having regard to suiting the convenience of the public and the requirements of their business?—Yes, I think there is some truth in that; and I think a good deal of it occurs through the fact that during the time we have been in existence, the attention of our association has been directed more to getting the half-holiday on one day of the week than to the shortening of hours during every day of the week; when that is more established, particularly in London, we shall be able to turn our attention to the shortening of the hours during the week; of course, there are places where that is much needed.

1915. In the large towns, among the shopkeepers who supply private and professional people, the closing is much earlier, is it not, than amongst the smaller shopkeepers, in the same neighbourhood that supply the working classes?—Yes; the working classes are, I think, to a great extent responsible for the present time that shops close. The labourer works in a distant part of London, and comes back to his tea, we will say, at six o'clock or half-past six, then the wife puts the children to bed, and it is generally seven or half-past seven before she is either able or prepared to go out and do her shopping. The consequence is that she must find places where she can make her little purchases after that hour, and that I think must affect thousands

and

Sir *Blundell Maple*—continued.

and thousands of workmen in the Metropolis and in all large towns.

1916. Do you think it is really necessary for the working classes themselves that they should have some late shopping?—I believe it to be absolutely necessary that they should, under the present system; the way under which they conduct their present habits, certainly. How can a woman leave her children alone? She has no nurse, she has no servant.

1917. Naturally, until the children go to sleep at night, you mean?—Until the children go to sleep at night.

1918. Then the parents go and do their shopping?—Then the working men take charge of the dwelling, and the wife is able to go out to make her purchases; it is the only time she has to do it.

1919. It is not necessary, however, to keep open until 12 o'clock at night?—Certainly not.

1920. You think it is possible to bring the earlier closing down to perhaps 10 o'clock at night?—Yes, I think even earlier than that; I think nine o'clock would be an hour that might be very extensively and generally adopted.

1921. That, I suppose, is growing in certain parts?—In most of the working parts of London. Of course I am speaking more particularly for London. I know more of London than I do of the country towns.

1922. You have thoroughly studied and examined the Bill now before the Committee, have you not?—Yes, as far as my ability will allow me.

1923. Have you ever heard of any public meetings being held at which that Bill has been discussed?—I have never heard of one; I do not believe it has been submitted to a public meeting in London.

1924. Are the trade organs such as "The Grocer," "The Grocers' Journal," "The Drapers' Record," and others, favourable to this legislation?—The majority of them seem to me to be dead against it, and a good many of the daily papers.

1925. As regards this Bill, do you recognise that one of the principal difficulties of carrying out that Bill would be to define the districts?—It would be an extremely difficult thing to define the districts in London, particularly if the authority was given to the various district boards of works and to the vestries, because in that case their boundaries would frequently overlap each other; and in many instances one parish runs down one side of a street, and another parish runs down the other side of the street; the parish on the right-hand side might decide to close at two o'clock on the Wednesday, and the parish on the left-hand side might decide to close at two o'clock on the Thursday; so you would have the extraordinary condition of a street one-half closed and the other half open; and that would apply to not one, but to dozens of districts in the Metropolis.

1926. And another very important difficulty, I believe, is the classification of shops, is it not?—Yes, that would be a very important difficulty.

1927. How could you, or any authority, arrive at what "a shop" was?—It would be an extremely difficult thing to arrive at it, unless a large number of inspectors were kept to canvass and see what the premises really were, and to take down the statement of the occupiers as to what they intended to conduct their trade upon; that is to say, if a butcher cooked and sold hot meats (boiled pork, and that kind of thing), he would have to say whether he would become a "refreshment house" or a "butcher's shop." If he declared himself to be a butcher, as a matter of fact, he would give up the cooked meat business; and if he kept to the cooked meat, he would have to give up his butcher's business.

1928. And in the drapery trades as now carried on, in nearly all towns the drapers sell all sorts of different things, do they not?—Yes, not only drapers, but such places as the Civil Service or the Army and Navy Stores. Suppose, for example, that the ironmongers in Westminster decided to close their shops on Mondays, then, I suppose, they would require the Army and Navy Stores to close their ironmongery department. Then, the bootmakers, and others, might decide for Tuesday, and the drapers might decide for Wednesday, and the grocers might go for Thursday; there is nothing in the Bill to prevent them taking a course like that, so that we should have in some neighbourhoods, if they were allowed to act upon this Bill, this condition of affairs: that some shops would be closed at two o'clock every day in the week in some neighbourhoods; and I consider the public would be very seriously inconvenienced.

1929. Do you recognise that there would be a great deal of difficulty in arriving at what number would be the two-thirds of any tradespeople in the neighbourhood?—Yes.

1930. Of any particular class; because the Bill provides that if two-thirds, for instance, of the grocers in a district wish to close at two o'clock on Thursdays they shall be able to compel the one-third to close?—Yes.

1931. The Bill does not provide how that is to be arrived at at all?—Well, I think in the first instance it would be necessary to get the names down in a book. They would have to be scheduled in some way or other in order that the local authority might find for their own information whether the people voting were really qualified to vote. Then on the question of signing a voting paper, that is a system now, I think, that is entirely a thing of the past; all public bodies now recognise no other voting than voting at the poll in the usual way (I do not think any other fair system of voting can possibly be maintained in the present day), and that would lead, I think, to very great expense. It would be extremely difficult to get at the names of the people; it would require a large staff of inspectors.

1932. This Bill applies, does it not, to street stall-holders (costermongers) as well as to shopkeepers?—Yes, I believe it does.

1933. Do you see any difficulty about their being included?—Well, they are a class of people that it is always very undesirable to interfere with if it can possibly be avoided. All local authorities are troubled more or less with the costermonger question. In many places they

Sir *Blundell Maple*—continued.

have a recognised position in the street, and they are not interfered with. So long as there is a certain width between their barrows, they are allowed to congregate and carry on their business in the street, and the local authority does not interfere with them. Of course it would not be fair to close the small shops, and allow the costers in those streets to carry on the very businesses that had been closed by the operation of this Bill; and therefore, I suppose, they would have to be swept away.

1934. How would you arrive at the costermongers' votes; they can go from one place to another; supposing London was divided, say, into little districts, they could go from one side of a street to another side of the street, and be in a different district?—Yes; and they very seldom give their correct addresses; it would be an extremely difficult matter to trace them from one street to another, or from one address to another.

1935. They would hardly have an address in the street, would they?—The inspector, or constable, would ask for their name and address, and take that down in his note-book.

1936. They are to be included in the number of shopkeepers in any district?—Yes, by the Bill; and I say it would be an exceedingly difficult thing to deal with that class.

Chairman.

1937. You understand, do you not, that it does not apply to the costermonger with a moving barrow?—No.

1938. You are using the term "costermonger" as a stall-holder, are you not?—No; as in the case of Peckham, for instance, they have a sort of recognised right; the only distinction being the distance between each barrow.

Sir *Blundell Maple.*

1939. I believe shop assistants prefer to have, if they can, a Saturday half-holiday, do they not?—Yes; that would be the best day of the week, if it were practicable, certainly.

1940. But the small shops cannot close on the Saturday, can they?—It is impossible for the shopkeepers; that is the best day of the week for them; and the wages in London are still nearly all paid (or a great majority of the wages in London are still paid) on the Saturday.

1941. For instance, take a neighbourhood you know very well, Marshall and Snelgrove's; I suppose just round about Marshall and Snelgrove's there would be ten times as many small drapers as large ones?—Yes: and, as a matter of fact, there is a poor neighbourhood (James-street, for instance, Marylebone-lane, and High-street, Marylebone), within a stone's throw of Marshall and Snelgrove's, where there are extremely late shoppers.

1942. And by this Bill, if a two-thirds majority of the small shopkeepers there decided to have a Thursday half-holiday, they would be able to compel Marshall and Snelgrove's to close on the Thursday?—That would appear to me to be the working of the Bill as at present proposed.

1943. Is there anything else you would like to tell the Committee?—There is nothing else, except to say, that, so far as our society is concerned, we are continually hearing of fresh departures in the way of closing earlier by voluntary arrangement; for instance, there is the name of a firm just handed to me, Hunt, of Newington Causeway; we have expended a good deal of time upon that firm (and I believe the other association have done what they could) to induce them to close earlier, and now they are going to close at five o'clock on the Thursday; they have just sent in an intimation that they will do that on their own account.

Sir *Blundell Maple*—continued.

1944. Then all the shops round will follow suit?—It is very likely that as this firm kept several shops from closing, others will follow suit.

1945. Do you consider that by voluntary action you are more likely to arrive at early closing than by asking shopkeepers to contract themselves into this Act?—I think so. I should like to say that if this Act was put into operation in a district by reason of the two-thirds majority, and then it was discovered in 12 months that there was a vote to be taken, and that the vote taken was against it, and consequently the movement became lost, it would plunge shopkeepers into a regular muddle; and I believe the state of early closing after that would be far worse than it was before the operation of the Bill commenced, because the shopkeeper would say: "I will have nothing more to do with early closing; you have tried to compel me to do a thing against my will, and now the thing has fallen through"; and then he would be left to his own resources, and I believe it would be a very dangerous thing, indeed, to attempt.

1946. A witness here the other day proposed for the first offence substituting for a fine of 5*s.* 5*l.*, or 14 days' imprisonment: do you think that such action as that would prevent any shopkeeper from contracting himself into this Bill?—Yes, I should think it would decidedly; I do not know why we should be subjected to 14 days' imprisonment. I do not myself attach any very great importance to the amount of the fine; I think if a shopkeeper under the Act was brought up before any magistrate and fined, if it was only 6*d.* or 1*s.*, the exposure would be quite as much as if he had to pay 5*l.* or 10*l.*—quite as much. I do not myself attach any very great importance to it, but I think it would be the first time I heard of a shopkeeper being imprisoned for not closing his shop. That is quite a new principle to introduce.

1947. Now, as regards your Voluntary Early Closing Association; you have been working in the south of London?—Yes, we started first in South London, and called ourselves the "South London Early Closing Association," and then Hampstead and other places desired to join us, and we took the offices at 64, Cheapside, and called ourselves the "Voluntary Early Closing Association"; that was about two years ago.

1948. And you have branches, have you not?—We have several branches, one at Deptford.

1949. And Kilburn?—And Kilburn, and Hampstead.

1950. But they are separate organisations started on the voluntary system?—Yes, on the voluntary

Sir *Blundell Maple*—continued.

voluntary principle; on their own account, really.

1951. And in other parts of England the same thing is going on?—Yes. We confine our operations more to London than we do to the country.

1952. Supposing that this Bill became law, you still consider that it would be very difficult indeed to get a large majority of shopkeepers in any district to sign in favour of compelling the minority to close?—Yes, I think it would be extremely difficult; and there seems to me to be a total absence of assent; in fact, the shopkeepers I have had an opportunity of speaking to express their dislike to the Bill, and think it is not necessary.

1953. And you think that if the Bill was passed it would make a lot of bad blood, bad feeling?—Well, I think it would. It would cause a very heated discussion in every neighbourhood in which it was to be put into operation.

1954. In which it was attempted to be put into operation?—Yes; between tradesmen and contending parties. There would always be a fight in every district.

1955. And the good feeling which at present exists between employers and their shop assistants would be strained?—Yes; and I think the good feeling existing among themselves would be, perhaps, more in jeopardy than even the good feeling between the employers and the assistants.

1956. And, having thought the subject thoroughly out, you are of opinion that voluntary early closing is more likely to bring about the earlier closing of shops than using this particular Act of compulsion?—I think so. That is my opinion.

1957. Supposing the Committee and the House of Commons considered it necessary to enforce less hours in shops, do not you think it would be much better to extend the Shop Hours Regulation Act; you know the Shop Hours Regulation Act, do you not?—Yes, I favour that. I also think that a great deal of good could be done if the shopkeepers at times would let their assistants out for a short time during the day; give them time to do any little shopping that they may want to do on their own account. I think that would be a very good movement, and a step in the right direction.

1958. That would be got by limiting the hours of shop assistants to so many per week, even if the shop was open longer hours?—Yes, it could be got in that way. Assistants sometimes want a little indulgence in that way, I think. They have certain things to do; they have to buy new things; and it is better to buy them in the daylight than in the dark; or they may want to go to a doctor or to a dentist at a distance, or anything like that. I think shopkeepers would be acting wisely if they gave their assistants a little time during the day like that.

1959. And that could all be got by limiting the hours in shops?—Yes, it could be got by limiting the hours in shops per week, or it could be got by voluntary disposition on the part of the shopkeeper.

Sir *Blundell Maple*—continued.

1960. But if it is considered necessary to bring about legislation to get early closing in shops, would that be got by limiting the hours of work per week?—Yes, it would be got in that way.

Mr. *Diamond.*

1961. You have stated that there are many hours during the day when there is little doing?—Yes.

1962. Is it your experience that in shops employing a large number of assistants the assistants are permitted to loiter or to be idle at any time in the shops?—Not to "loiter," but they are not actively serving a customer; they would be probably attending to their stock, and if that stock was finished and straight, they would have nothing further to do but wait until the next customer came.

1963. That is to say, when they would not be serving a customer they would be busy putting their stock right?—Yes; after it is done, and they would not be much employed.

1964. Now, would a shopwalker permit any assistant to stand at the counter waiting for the next customer to come in; would he not, as a matter of fact, say: You must find work to do?—Of course, he would have to find work to do; but if work was not forthcoming the assistants could not work.

1965. When could you say that the moment had arrived in a large shop when there was really nothing that the assistants could find to do, to put the stock right, to re-fold goods, is it not constantly done; and is it not the fact that they have to clear out the shelves and go on with the work?—Certainly; I said that that was not laborious; that it was rather tedious than laborious.

1966. Your statement was, that there are hours when there is nothing doing, or little doing?—Certainly there is, in every shop.

1967. But you contradict yourself, I think, when you say you meant there were hours when customers were not being served; but that when they were not busy serving, the assistants were busy doing something else, preparing for customers or clearing away the goods shown to the last customer?—Yes, I admit that in large shops the assistants are more under the control of what is called a shopwalker; but that does not extend to a large class of shops that I am familiar with, that have no shopwalker at all.

1968. I understood you to speak of having experience at Shoolbred's?—No, Marshall and Snelgrove's.

1969. Would not you call that a large shop?—Yes, I would.

1970. Then your experience would show that the statement I have made would apply to that shop, at any rate?—No; I have seen the assistants stand with literally nothing to do for many hours at Marshall and Snelgrove's; probably they are at this moment.

1971. I cannot controvert that experience of yours; but when you say that the shopwalker insists upon the assistants finding something to do, it is rather at variance with the other statement, that for hours the assistants would be standing with nothing whatever to do; is that a usual

Mr. *Diamond*—continued.

thing in a place like Marshall and Snelgrove's?—I do not say it is usual, but it frequently occurs, I should think. I do not contend that in what are called busy shops that kind of thing does exist.

1972. You say you left the association with which you were connected, because it tried to carry out the Act of Parliament for shortening the hours of children in shops?—Yes, young persons; children and young persons.

1973. Do you think that Act of Parliament was at all justified when it was passed?—Certainly; I think it was a good Act of Parliament to a certain extent.

1974. But that to endeavour to carry it out was not a desirable thing?—That it was not the province of that association to do it. I think to carry it out and put it into effect is desirable, but not by the Early Closing Association, who receive the subscriptions for promoting early closing. I make that distinction.

1975. They receive the subscriptions for promoting early closing?—Yes.

Sir *Blundell Maple.*

1976. Not for prosecuting?—Not for prosecuting.

Mr. *Diamond.*

1977. You thought it was not any part of their duty to endeavour to carry out an Act of Parliament, at present in existence, for shortening the hours of young people and children?—No, I did not think that it was; I did not agree with the policy, at all events, and that is one of the reasons why I left it.

1978. Now the half-holiday, we see from this book, is adopted very largely over the country; how far does it prevail in London?—Well, it prevails in London in a large district, in South London; that is to say, some day in the week, either Wednesday, or Thursday, and Saturday; there are really three early closing days in London, that is Wednesdays, Thursdays, and Saturdays.

1979. At present you find there are three days for early closing?—Yes.

1980. Voluntarily adopted by the shopkeepers?—Voluntarily adopted by the shopkeepers, yes.

1981. Does that cause any inconvenience?—I think not. Of course, it would be more convenient if one day in the week could be arrived at, that is to say, that it should be either the Wednesday or the Thursday, for the reason that it is so inconvenient or difficult for commercial men, and business houses, to know how to make their arrangements. It would be much more convenient, and become more permanent, I think, if one day could be arrived at, either the Wednesday or the Thursday.

1982. We were endeavouring to find out how far it affected the convenience of the public who wanted to make their purchases. I suppose the large warehouses will be able to arrange the journeys of their travellers in such a way that no time will be lost. You do not think the adoption of these three different days in different districts causes any inconvenience to the purchasing public at present?—I do not think it causes any large amount of inconvenience; but it does cause an amount of inconvenience, because a person that has been living in a Wednesday closing neighbourhood may change their residence and go to a Thursday closing neighbourhood, and find that the Thursday does not quite meet with their convenience. It is just that kind of little petty inconveniences that would arise through that.

1983. Little petty inconveniences?—Yes.

1984. It was put to you by an honourable Member that the difficulty in regard to areas would be very great, and you said it might be found that one side of a street would be closed on a Wednesday and the other on a Thursday. Do you think that that would really be a grave or a serious inconvenience to have one tradesman on one side of the street closing one day, and another tradesman on the other side of the street closing on another day. Whom would it inconvenience seriously?—Well, I think it would be a very great inconvenience for the people who wanted to shop in that street, and that that would be introducing a very novel principle.

1985. How would it be an inconvenience if the grocer on one side of the street happened to be open, and the grocer on the other side happened to be closed; who would be inconvenienced thereby if the grocers did this to suit their own purposes?—The grocer may possibly have a grocer's shop on both sides of the street; one firm may have it.

1986. Then, you would have one shop open on a Wednesday, and the other on a Thursday?—Then, his neighbour would be closed opposite him, and he would be open.

1987. One would be open on the Wednesday and closed on the Thursday, and *vice versâ*; both at the end of the week would have had a half-holiday; would there be a grave disadvantage to anyone in that?—I think it would be hardly fair to both sides of the street.

1988. They would not be symmetrical, I suppose?—Not only that, but I think it would lead to undoubtedly bad feeling on each side of the street.

1989. Why should it lead to bad feeling?—I do not think it is pleasant for anyone to see their business being transacted by someone else; I think they ought to be both open or closed on the opposite sides of the street, whether it is on a Wednesday or a Thursday.

1990. If the one man is open on the Wednesday and the other man closed, and then the reverse takes place on the next day, will not the thing balance itself; the one will get the trade on Wednesday, and the other will have the trade on the Thursday; how will they be seriously disadvantaged thereby?—Speaking as a shopkeeper, I think it would be, first of all, quite a novelty to begin with; a thing I never heard of before; and, secondly, I think it would create a great deal of bad feeling between the shopkeepers on each side of the street.

1991. You have never heard of some shops being closed in a street, and of others being open?—But I have never seen a whole side of a street closed and another open, which this Bill proposes.

1992. What

Mr. *Diamond*—continued.

1992. What would be the practical difference between some shops being closed in one street and some open, and having shops open on one side and closed on the other; is there really any practical difference?—I have said it would create a great deal of bad feeling, unquestionably.

1993. I know you have said that; but I asked you if you could point out why it should create a bad feeling?—A man does not like to see the trade that he thinks belongs to him being done by another. Supposing a shopkeeper is standing at his door, and he sees two or three, or three or four of his best customers enter an opponent's shop; I think it goes without saying that that man would feel extremely annoyed.

1994. The following day the other man would be standing at his door?—It does not follow.

1995. You are imagining a case?—There can be no imagination in the case when you actually see your customer going into the other shop.

1996. You have imagined him first standing at his own door, and seeing three or four of his best customers going into his opponent's shop?—I say it is not human nature.

1997. It is not human nature?—No, it is not, to be content with a state of things like that.

1998. You say you are of opinion that much earlier closing might prevail without any inconvenience?—I think it might. There are districts where the hours are still very much too long.

1999. And what remedy have you for that?—Canvassing and example; and I think there is a decided disposition on the part of the shopkeepers themselves to close their shops earlier.

2000. Have you heard any of the witnesses that have been previously examined on this matter?—I heard a gentleman from Bolton give his evidence.

2001. Did you hear any of these witnesses state that they had been labouring for years and years to endeavour to get earlier closing, and that one or two people, by refusing to fall in with the general arrangement, had been able to upset the whole arrangement being arrived at?—I think that has very frequently been the case.

2002. How would you meet that difficulty?—I can give you a case at once to show you how it can be met. In a district that I am familiar with, the closing hour of two o'clock in one or two streets (on a Wednesday) has been in use for some time; one man last year broke through the thing and got to five o'clock; he was waited upon last week by a gentleman who had influence; that gentleman spoke to him, and he has now decided to close his shop at two o'clock, with the consequence that the whole of the early closing in the district is still to be in force; and another district that he has entered (the neighbouring district), through him undertaking to close at two o'clock in that district, will get the two o'clock movement there. That is entirely by persuasion and voluntary effort.

2003. You say that they will get it there?—They will get it there.

Mr. *Diamond*—continued.

2004. How do you arrive at that conclusion?—A canvass was made last week, and again yesterday, with the result that there is every prospect of it; the majority of shopkeepers are in favour of it.

2005. There is every prospect?—Yes.

2006. Then your experience is different entirely, I may take it, to that of these other witnesses who made the statements that I have already put before you?—I am speaking for London generally. I do not know much about Bolton or Liverpool, for instance, or Manchester; I am not speaking for those towns; I am speaking more particularly for London, and particularly for South London.

2007. And you are speaking for London when you say that in your opinion much earlier hours might prevail in many districts in London?—Yes, and I am still of that opinion; I am bound to be of that opinion. I think in many places where they are closing at nine o'clock, or half-past nine, or ten, nine might be adopted with very great advantage to the shopkeepers and their assistants too.

2008. But you are of opinion that it could be done by allowing assistants out during the day for shopping, &c.; you would give it as a sort of counsel or permission to the shopkeepers, that they might allow their assistants out during the day?—Quite so.

2009. But if they did not see their way to do that, how are you to secure any reasonably fair treatment for the assistants. If the shopkeeper refused, what would you do with him?—I do not think you can make any of these things perfect; you can only make it a workable thing, and a thing that will suit the convenience of a shopkeeper and his employee. You cannot make the thing perfect. If they were granted eight o'clock every night it would not be perfect.

2010. I am now speaking of the suggestion you made, if you would just pay attention to my question. You said it would be a good thing if the shopkeepers allowed their assistants out during the day, because you think it is absolutely necessary that they should have some time to do the things you mentioned?—I do not think I said "absolutely necessary," but think it would be a great convenience to them.

2011. But if the shopkeeper will not see his way to do that, have you any remedy to propose by which your desirable object may be achieved; have you any suggestion to make?—I have no compulsory suggestion to make.

2012. If a man does not do it you would just leave it there?—Certainly.

2013. You said that with these different half-holidays that might be desirable; one set of traders might close on Monday, another set on Tuesday, another set on Wednesday, and another set on Thursday, and that a man with various departments might find himself called upon to close for a half-day on Monday, a half-day on Tuesday, a half-day on Wednesday, and a half-day on Thursday; he might be closed practically a half-day on each day of the week?—That appears to be possible in the Bill.

2014. That is to say, it is not impossible?—As a matter of fact, where the half-holidays take

Mr. *Diamond*—continued.

place in these towns mentioned in the book which you have produced, some 900 towns, can you tell us whether or not it is general in all the trades of these towns to close on the same half-day?—Yes, it is.

2015. In 950 cases?—Because they have voluntarily agreed to close on that day.

2016. Then we have 950 cases, you say, of half holidays over the country?—Yes.

2017. And in those 950 cases it has been found that where the half-holiday has been decided upon, all the trades fall in and close together?—In a great majority of the cases I should think they do.

2018. Then do not you think it is rather what you may call imagining a very unlikely thing that you would find in any district different classes of trades each taking its own half day, so that the man with half-a-dozen different departments would be compelled to close on every half day; I mean, with these 950 cases before you, do not you think it very likely that what has been done in those cases would be done in others, and that the half day would be on one day of the week in all the trades; that is to say, as a general rule?—I think we have always found that the difficulty in getting men to accede to the two o'clock closing is, because it does not suit their trade. We find one day suits a butcher, another day suits a dressmaker, and so on.

2019. You have answered my question to the effect that in 950 towns the half holiday is all on the same day; do not you think that is really a precedent that should go to show that where it is adopted elsewhere, the same plan is likely to be followed out?—I do not think that what a man does in a voluntary way is in any way to be considered as a precedent for a compulsory measure.

2020. You think that if all traders voluntarily close their shops on a half day they will choose the same half day; but that if there was a law to that effect they would choose a different day?—It might be so.

2021. Do not you think it would be very unlikely, because the law was called in to strengthen this thing, that they would choose different days just because the law called upon them to close?—Each man certainly has the option of doing it if he likes.

2022. Each trade has the option to choose its own half day?—Certainly.

2023. And, as a matter of fact, the trades have all chosen the same day in the 950 cases with which you have supplied us?—There are plenty of butchers closing now on a Monday in London, and pawnbrokers close on another day.

2024. I asked you as to these 950 towns, whether it was the same day, and I think you replied that the half holiday was the same for all the trades?—Yes, I think it is. I told you at the outset that I am not familiar with the working of early closing in the big towns; my evidence is directed more to London itself.

2025. You say you have read the Bill, and that the traders can choose each his own half day?—Certainly; there is no doubt about it.

2026. But you are aware that under the Bill the local authority has a deciding voice in regard to the application of the principle, and to the adoption of certain days for closing; do you think that the local authority would be willing to sanction such a scheme as you have suggested is possible under the Bill?—If it was proposed to the local authority they would have no option in the matter but to carry out the terms of the Bill.

2027. Do not you see that the Bill says the local authority "may"?—Yes, "may."

2028. That is not compulsion, you see?—My experience of local authorities is this——

2029. I do not want your experience of local authorities, if you will allow me to say so; I want you to say what the Bill empowers the local authority to do?—The Bill empowers the local authority to close the shops on every day of the week if it so chooses; that is what the Bill does.

2030. Have you the Bill there?—Yes, I have got it here.

2031. I want to know what part of the Bill empowers the local authority to close the shops every day in the week if it so likes; I would just like to be informed of that clause?—Clause 1 is this: "If an application in writing is served on the local authority of any district praying that as regards all shops or any class of shops within the district, or any part of the district, belonging to any class or classes not mentioned in the Schedule to this Act, an order may be made."

2032. "An order may be made"?—"An order may be made."

2033. Where is the compulsion there; I understood you to say you had read the Bill and understood it. Now, where is there any justification for the statement that under that clause the local authority would be compelled, or could if it liked compel, the shops to be closed every day in the week?—They may be undoubtedly asked to do that thing on each day of the week.

2034. You now suggest that they might possibly be asked, but a moment ago you said they could if they liked close all the shops every day in the week; what justification is there for that?—I think if they felt that two-thirds of the shopkeepers of any particular trade were asking them to close their shops on any particular day they would do it.

2035. On any particular day?—Yes, the Monday, Tuesday, Wednesday, or Thursday.

2036. But you said "every day." You said it would be difficult to find out what two-thirds of the shopkeepers might want; that was one of the statements I understood you to make?—Yes, I did say so.

2037. How do you find out now when the majority of tradesmen desire to close by your voluntary effort?—Well, we canvass them; we canvass them street by street, shop to shop.

2038. Now do you think it would be impossible to do that if this Bill were to become an Act?—I do not think I said it was "impossible"; I said it would be difficult.

2039. Would it be more difficult to find out what two-thirds of the shopkeepers wanted under this Bill when it is to find out now what the whole

Mr. *Diamond*—continued.

whole of them want?—It would be more difficult to find it out, because of the extent of the area that you are seeking to ascertain the opinion of. If our officers go into a street and work a street they finish with that street, and it is done with.

2040. Do I understand you to say that at present you direct your efforts to get the shops in a single street closed?—We tackle the thing street by street until we have arrived at the opinion of the majority of the shopkeepers.

2041. Until you have arrived at their opinion; do you ask traders in a particular street to close before you have finished the canvassing of a district?—Yes, we ask them if they are willing to close.

2042. Follow me; I think I have not made myself clear to you; you do not ask that the shops in a particular street shall be closed until you have finished the canvassing of the whole area, do you?—Oh, yes, we ask them from house to house as we go along from shop to shop.

2043. You do not close the shops at once?—No, not until we have ascertained the opinion of the people.

2044. For the area?—Yes.

2045. What is the area you generally choose?—Generally speaking, it is thus: If we went to Brixton it would be round about the Brixton-road; if we went to Peckham it would be round about the Rye, and so on.

Sir *Blundell Maple.*

2046. It would be a class of shops, would it not?—Yes; drapers, for example.

2047. And it is the better class of shops?—Yes.

2048. Then the little one cannot close?—No.

2049. The little ones do not affect the big trades, do they?—As a rule, they do not.

Mr. *Diamond.*

2050. What is the area you would think it desirable to include in any scheme of general early closing?—An area, I suppose, according to this (if you say a "district") would be the area of the vestry, or the district board of works for that district; I am speaking of London.

2051. The district board of works?—Supposing it was given to the Lewisham Board of Works or the Wandsworth Board of Works, it would be a district of seven or eight miles across; then, of course, the vestry district of St. George's, Hanover-square, would be very much smaller, and so on.

2052. Do you think it would be impossible, within the larger of these areas, to get an accurate view of the opinion of the majority of the shopkeepers?—I do not say it is impossible, but I say it is extremely difficult, and it would be a very expensive process to do it; it would entail a very great deal of expense.

2053. Supposing that early closing associations, assistants and others, took upon themselves the trouble of making this canvass, would not that largely reduce the expense; if they went to the expense on their own account, I suppose you would not object to that?—I do not think, for the purposes of an Act of Parliament, it is desirable to have private individuals carrying out that Act; it ought to be left to properly qualified people, inspectors and others, under the Act.

Mr. *Diamond*—continued.

2054. To find out the opinions of the tradespeople?—Certainly; in a perfectly straightforward way, so that no objection could be taken to the actual number of signatures, or whatever it may be. It should be done in an official way; that is the only proper way of carrying it out.

2055. But are not you aware that this Act merely embodies a principle which it is proposed to embody in other legislation?—Local option.

2056. That is practically what it means?—I do not know that it is embodied in an Act of Parliament.

2057. It is the tendency of legislation, is it not?—I understood you to say that it was.

2058. I say proposed to embody?—Oh, "proposed."

2059. Proposed to embody in other Acts of Parliament, leaving it to the local people to say what they want?—That is, Local Option, you say, would do the thing?

2060. Yes?—This is the first time it has ever been embodied in an Act of Parliament, do you mean?

2061. No; we have permissive Acts in existence; can you point out why it should be a very difficult matter to get one of these areas thoroughly canvassed by those interested in the question?—I have had experience: it is an extremely difficult thing to work up for a County Council election, for instance; the labour is immense in any big district; and the same thing would have to be gone through in this matter; committees would have to be formed, and the whole thing would have to be gone into.

2062. There would be difficulties in getting the views of the trades ascertained, as I understand?—That would be the difficulty.

2063. Do you think that difficulty would be more undesirable than the present state of affairs? You yourself say it would be very desirable that shops should get earlier closing hours; of the two things, which would be the weightiest, do you think, if you put them in a balance?—My opinion is strongly in favour of the voluntary effort.

2064. And this would be voluntary?—No, I do not think it would be voluntary.

2065. For two thirds of the people?—It would be voluntary as far as they were concerned, but the rest would be compelled.

2066. And you would not be of opinion that you should compel any minority to accept the view of the majority on a matter of this description; is that your opinion?—Not in the closing of shops, certainly.

2067. Do you think they should be permitted to keep the shop open all night if they desired to do so?—No, I do not think that.

2068. At what hour would you compel them to close?—As a matter of fact, there is no one doing it.

2069. We have had evidence that in Liverpool,

Mr. *Diamond*—continued.

up to one o'clock on Sunday morning, shops are kept open, certain shops. Would you compel them at any hour to close, or would you say that if a man liked to keep his shop open the 24 hours he should be permitted to do it. I want to know really where you draw the line?—I do not think there ought to be any compulsory power to do it.

2070. You are entirely opposed to any compulsion in the matter, no matter how long the hours may be?—Yes, I am opposed to compulsion, because I believe we can work it by voluntary effort.

Mr. *H. L. W. Lawson.*

2071. You are minutely acquainted with the retail trade of London, I believe?—Yes, I know it very well.

2072. Not outside, to any large extent?—Not outside; I am in London principally.

2073. As secretary of your association, I suppose, you are able to collect facts from different parts of the country?—I am not secretary; I am the vice-chairman.

2074. Have the facts from different parts of the country been put into your hands?—No, I have not heard about different parts of the country at all.

2075. Do you know enough to say whether this question of early closing is mainly one for the Metropolis and the big towns?—I think it is. From what I know of country towns they are already closing at very reasonable hours, at all events in most small country towns.

2076. I will take London and different classes of shops. With regard to the large establishments which you see in the West End, is it true to say that there has been a general reduction of hours not only on one day of the week, but generally on every day?—There has been a general shortening of the hours; I should say so decidedly.

2077. Now we want to get the facts; what has been the shortening?—When I was an assistant in the West End of London, Marshall and Snelgrove closed at eight o'clock on Saturdays; they now close at two. The hour of closing during the week in most of those big shops first of all became eight, then seven, then half-past six, and a good many of them now are closing at six o'clock within the last 12 months.

2078. Is there any sign of their going back?—No sign whatever.

2079. It is in these shops that the greater number of assistants are employed, men and women, is it not?—Yes, in the large shops the greater number.

2080. In former Committees the health of the women has been to a large extent the subject of inquiry?—That was always one of the principal reasons for interference.

2081. They, I imagine, have benefited to a considerable extent by the tendency to close shops earlier of late years?—Yes, certainly, and I think by the construction of the shops; I think they are better ventilated than they were.

2082. Have you read the evidence given before former Committees as to the effect on the health of the women of the long hours?—I could not speak from memory.

2083. Have you any recent medical evidence

Mr. *H. L. W. Lawson*—continued.

of the kind. You have put in some letters; I do not want them read; but have you medical evidence that the health of the women employed has improved in consequence of the shorter hours?—I have not.

2084. Then, to take a second class of shops, the domestic shop, where there is only the man and his family, with, perhaps, one assistant; have the hours in that class of shop diminished?—Certainly. I know of districts in London, very important districts, such as Deptford, Bermondsey, and Rotherhithe, where, for the last four years, the shopkeepers have been working 800 hours less per annum than they did.

2085. Is that in consequence of what you have done through your association?—Yes, in consequence of the voluntary closing of their establishments, and also calculating the Bank Holidays as a portion of that total.

2086. Supposing that the local authority were to exercise the permissive powers given them in this Bill, would it tend to extinguish the small shops, or anyhow to prejudice the small shopkeeper?—I think if under this Bill the hour adopted became such that the customers of the small shop could not do their shopping, it would interfere with, and practically ruin, the small class of shops; it certainly would have that tendency.

2087. Are you aware of the feeling that exists among the smaller shopkeepers?—Well, I have not heard of any feeling; I am well acquainted with a great number of small shopkeepers.

2088. What is their feeling with regard to this Bill?—First of all, they do not understand it, and where they do, they are opposed to it. They have not had an opportunity of considering the Bill at all; it has never been submitted to any meeting that I am aware of in London; it has never been discussed or submitted to a single meeting in London. The London traders are absolutely ignorant, I was going to say, to a great extent, of the provisions of the Bill.

2089. I want to take two typical cases. Suppose you are dealing with a large establishment in the centre of London, I suppose it would be true to say that a great part of the business there would be done in the middle hours of the day?—It would be perfectly true to say so.

2090. If, on the other hand, you go into the suburbs—where the working classes live to an increasing extent now—there business would be mainly done in the evening, I suppose?—That would be so, yes.

2091. And if you oppose the small shop to the big one, you may say that in the small shop the hours of trading are mainly after six, whereas in the big shop they would be before six?—That would be true.

2092. Does it not resolve itself into this: that it is a question really of what time the work should be done, rather than the length of hours during which it should be done?—Yes, I think there is a great deal in that. That principle is a very good principle. It would be well if traders would give their assistants a little time in the middle of the day for their own use, particularly in those shops where they are not busy shops.

2093. In regard to young women and children, is it the case that the Acts already passed have diminished

Mr. *H. L. W. Lawson*—continued.

diminished their hours? — Yes; they have shortened the hours of that class of assistants.

2094. Apart from the direct effect of an Act and the prosecutions under it, I suppose the indirect consequences of an Act of that sort would be considerable? — They would, undoubtedly.

2095. Is it the case that the Factory Acts have touched the case of women employed in the shop or in the showroom, after the work in the workroom is compulsorily closed?—Yes; the Factory or Workshop Act applies to shops that have not a workroom now; that is to say, the small shopkeeper having a milliner or two sitting at his table in the shop has to conform to the Act the same as though he had a workroom.

2096. That only affects women and children?—That would affect women and young persons.

2097. Have you any objection to the extending of the Act to cover the case of adult men?—Yes, I have. I think that they ought to have perfect freedom. I think that adult labour ought to be free to make its own contract.

2098. Supposing it to be proved to the satisfaction of Parliament that men in grocers' shops, for example, or in big tailors' shops, are employed excessive and unreasonable hours (cases have been given, of course, which are not disputed), do not you think there is some call for legislation?—I would rather not see legislation. I am opposed to legislation.

2099. Now take this Bill; we are dealing with London?—Yes.

2100. You are aware that in the Bill in the City of London the common council are the authority for the purpose of the Act, and that the authority for the County of London are the London County Council?—Yes, I am aware of that.

2101. Are you aware that the boundaries are very indistinct between the city and the county, and that therefore you would have a different authority exercising possibly a different discretion in two exactly similar areas?—That is undoubtedly true.

2102. If you go to the outskirts of the metropolis, are you aware that there you may have the county council on one side of the road, and very likely some urban district authority on the other?—Yes; all round the edge of the metropolis.

2103. Therefore, you would be prejudicing one area as against another?—Certainly; you would be closing shops on one side of the boundary and keeping them open on another.

2104. In fact, if a power of this sort were exercised, it would be unfair to locality against locality, and, I suppose, if you look at the costermongers and those wandering traders, it would be unfair to a man who pays rates and taxes as against a man who simply perambulates the streets?—It would be most unfair.

2105. Do you believe that there would be a widespread feeling of indignation if this power of closing a particular class of shops at an arbitrary hour was exercised in London?—I believe that, when it comes to be thoroughly understood, there will be a great deal of indignation if they are called upon to submit to it. I do not, for my own part, think it would be possible to put it into operation.

Mr. *H. L. W. Lawson*—continued.

2106. Is it the case that the person mainly touched would be the small tradesman who carried on his business by his own labour?—Yes; the two-thirds majority would never be obtained.

Mr. *Edwards.*

2107. Whom do you think this Act will hurt?—I think it will affect the small shopkeepers.

2108. Injuriously?—Yes, injuriously.

2109. And I think you say now, in answer to this gentleman at my side, that they being in the majority could impose their own will on the neighbourhood?—I am supposing that it is put into operation. First of all, I am asked whether I believe the Act will ever be passed, and I say I do not think it will; then I am asked whom it would affect if it were passed.

2110. You were asked by Mr. Lawson whom it would injuriously affect, and you said it would hurt the small shopkeepers?—If it was put into operation.

2111. Exactly; you say it would hurt the small shopkeepers?—Yes.

2112. Then, in answer to his question or my question, the small shopkeepers, you say, are the majority?—In answer to one of the questions, I said that I did not think you would ever obtain the two-thirds majority in order to put the Act into operation. That is simply an opinion.

2113. Quite so; but, as a fact, I suppose the small shopkeepers are in a majority?—Yes, as a matter of fact.

2114. They are in a majority?—That will be so all through the country as well as in London. I should think so; yes.

2115. Therefore, if the Act is intended to benefit them, they have the power in their own hands of saying whether it does benefit them or not?—Yes, they have that power.

Sir *Blundell Maple.*

2116. But is it not a fact that all the large shopkeepers now close, and that they would be an important body, and that a very few of the other shopkeepers coming in would have an influence upon the rest of the small traders?—Of course, the larger shops closing at two o'clock would maintain their system of two o'clock, or whatever it was; they would agree to it.

Mr. *Edwards.*

2117. I apprehend we are not dealing with those who do early closing now; we are only dealing with those who cannot get early closing?—Is it proposed to leave those out of the operation?

2118. Not at all; but if they choose to close early, what is to prevent them?—Most of those shops already closing close at two o'clock on Saturday.

2119. You say costermongers are a difficulty under the Act?—They are a difficulty under the Act.

2120. Or would be?—Yes, I think they would be the great difficulty.

Mr. *Edwards*—continued.

2121. You think they would be the great difficulty under the Act?—Yes, I think they would.

2122. Do you know of any early closing amongst that class now?—No; I know of places where they keep their barrows and stalls very late; I do not know of any early hours.

2123. You do not know of any place where they are to be found where the shops close early?—No. The shopkeepers, as a rule, close about nine and half-past nine in the neighbourhoods I speak of; some of them at ten, but many at nine, and the costers frequently do not clear out of the street till ten and half-past ten at night.

2124. Therefore, at present they are not in a difficulty?—At present they are not in any particular difficulty.

2125. They are not regarded; the shopkeepers close early now, although the costers are there?—As I tell you, the difference may be half-an-hour or a quarter-of-an-hour; not anything very great.

2126. Therefore, the experience of the neighbourhood would soon tell whether those people would affect them; but they would be brought in under the Act, would not they?—I believe it is proposed to bring them in under this Act.

2127. So that there would be no difficulty with them under the Act; you say that this Bill would be bad for London; you know London well?—Yes, I know it.

2128. You include in London, do you, the suburbs?—Yes; I include what may be called "Greater London."

2129. Therefore, that is an admission that one hour is fixed for closing in London as well as in the suburbs?—Yes.

2130. The same hour?—Yes.

2131. Might not the suburbs choose their own hour?—That depends on whether it is considered necessary to give the authority to a district or to London itself.

2132. You say that will depend?—It depends on whether the Bill gives the power to the local authority, or whether the County Council exercises the whole of the authority.

2133. Quite so; which would you be in favour of; giving the power to the whole area or to separate districts?—I am not in favour of it at all; I do not think it is necessary to give it to either.

2134. Now, who is to be benefited by early closing?—Well, it is always supposed that the shopkeepers and their assistants are to be benefited by early closing.

2135. The shopkeepers and their assistants; now, who are the greatest offenders against early closing?—Well, the greatest offenders are those who keep open their shops later than the rest of their neighbours.

2136. Yes; but I mean, are they small men who keep open, having no assistants, or are they shops where there are assistants?—Both classes of people.

Sir *Blundell Maple.*

2137. And they keep open to serve customers?—They keep open to serve customers.

Mr. *Edwards.*

2138. Those are the men you have difficulty with?—Those are the men we have difficulty with.

2139. Both those who have a small number of assistants and those who have none at all?—Yes.

2140. You think that voluntary action would be best?—I do.

2141. And would avoid "bad blood," you said?—Yes, I believe so.

2142. Is there no bad blood now because some few will not close?—I believe there is irritation.

2143. You think it would be greater under the Act?—I think the irritation would be greater in putting this Act into force.

2144. Do you think so, really?—I do really think so.

2145. A few object to closing now, do not they?—Yes. Then there come other points.

2146. You say a few object to closing now?—Yes.

2147. Now that must create "bad blood" in the many who do close, must it not?—Yes.

2148. By the Act, as to the many, the thing would be reversed, you see; the "bad blood" would be transferred from the many to the few who are compelled to close earlier than they want to do?—By this Bill you would create opposition; there would be a struggle—in fact, a fight—for it in every district; and those that were strongly against the Bill would be irritated and annoyed if they failed by having the two-thirds majority against them. That, I think, would undoubtedly be the state of things.

2149. Those who would be against it would be annoyed?—Those who would be against it would be annoyed.

2150. But assuming that those who are against it are few, those who hold out I mean to say, because you yourself say there are only a few who do hold out?—Yes.

2151. Assuming that they are a few, there would be a less number annoyed under the Bill than there are now?—Suppose there should be 2,000 signatures on the one side and a little less than 1,000 on the other, you would get nearly 1,000 dissatisfied persons on the one hand and you would get 2,000 satisfied on the other. That is a great difference to getting a single individual. There is a large difference as regards the amount of irritation that would be created by one man opposing a thing and the case of 1,000 or 2,000 shopkeepers irritated and annoyed because they were compelled to close their shops by two-thirds of their neighbours.

2152. You do not get all closing except one or two, I apprehend, now do you?—At present, you find in a street, say, of 50 shopkeepers, only one or two men objecting; but when you get the large bulk, it may be in Wandsworth or Lewisham (places I have mentioned), there are thousands of tradesmen involved in this vote, and I say the action of getting this carried would create a great amount of irritation in the minds of the minority, which might amount to hundreds of people, if this was imposed upon them against their will.

Mr. *Edwards*—continued.

2153. Is there no irritation now?—The irritation is small, I say.

2154. You object to compulsory action, do you not, altogether?—I do.

2155. You think voluntary action is better?—I do.

2156. I do not know whether I gathered rightly what you said; I believe you said you would like to have the Shop Hours, or something like the Shop Hours Regulation Act applied to the case, limiting the hours of assistants?—Yes; I meant that it should be arrived at by voluntary arrangement; I do not believe that any Act of Parliament that applies to adult labour would ever be a workable measure in drapers' shops.

2157. Then I did not gather your opinion rightly that you were in favour of applying the principle of the Shop Hours Regulation Act to them compulsorily?—No; I have not studied that question; I do not wish to pledge my opinion to that.

2158. Supposing that the applying of the Shop Hours Bill to adults were considered the way out of the difficulty (the Bill which is now applied to young people), would not that leave untouched the hundreds and thousands of small shopkeepers who keep shop themselves with their wives?—Yes; but I have pointed out that they keep their shops open often for the convenience of the public; and, again, if this Bill was adopted and large shopkeepers got the hour in the evening that suited them, and that hour did not suit the small shops, they would not have a chance of doing any business at all. I instanced the case of the working man who comes home late; it is not a mere opinion on my part, it is a fact that he does come home late, and that his wife goes shopping late at night; there is no getting away from that, that is the fact; and, where small shopkeepers not employing any assistants choose to do it for their own living, and for the sake of living and obtaining a livelihood, I think it is wrong that they should be interfered with by Act of Parliament and compelled to close their shops against their will.

2159. You are in favour of trying to get the application of the Shop Hours Closing Act; that is to say, limiting the number of hours that the assistants should be employed, are not you; you think that would be the way out of the difficulty?—I am in favour of it as far as young persons are concerned, but I am not in favour of its application to adult labour.

2160. Oh, I understood you were?—I do not think so; I have never expressed the opinion that I would like the Act imposed upon adults.

2161. I apprehend you to be in favour of getting by voluntary act that principle in action of limiting the hours of assistants?—Yes.

2162. Would not that lead to very great hardship upon the small shopkeeper, because, of course, he would not have that relief in keeping his shop open which the assistants could have; the trade journals, you say, are dead against this legislation; where do they most circulate?—They circulate in London and also through the provinces; through the country generally.

2163. There is no means of finding out what opinion they reflect, whether it is that of the employers or the assistants, is there?—No; I should think they take a critical view of the case like the papers do; they argue out the various points of the Bill.

2164. And, in your opinion, big employers of labour are against the Bill?—All those with whom I have any acquaintance are against the Bill.

2165. And the trade journals would be rather apt to reflect the opinion of the big employers of labour, would not they?—You might fairly put that construction upon it; some of them are extensively read by assistants; as a matter of fact they go into the libraries, and are laid on the table of the libraries.

2166. You mentioned one place, Bermondsey, was it?—Yes; Bermondsey, Rotherhithe, and Lambeth.

2167. A place where you had succeeded in getting certain gentlemen to "knock under"?—Where we had succeeded in getting the voluntary principle very favourably carried out.

2168. Is not that the sort of difficulty that exists everywhere?—Yes; there is difficulty in persuading people to close their shops.

2169. Would not you cut your knot very easily by means of this Act?—I say if this Act was once adopted, and if by any means it was allowed to lapse, then the condition of the early closing of shops would be in a worse condition than it was before the Act was put into operation.

2170. Shopkeepers, you say, object to it, but you cannot give us any numbers as to in what proportion they object to it?—No.

2171. It is merely your opinion that they object to it?—I think if it were submitted to a series of public meetings, you would arrive at it in that way.

Mr. *Tennant.*

2172. You said that at present you did not think there was so much bad feeling, because a large majority of shops do close early; that it is only a very small minority who keep open, and that they are the people who have the "bad blood," the bad feeling. Is it not the case that two or three shops keeping open can keep the rest of the shops in a district open?—They might do so, but in many districts the shops close independently of those people who object.

2173. They close independently?—They close independently of them, and allow those objecting people to fix their own hour; for instance, we will say there are 20 drapers in a street; 18 of those drapers will close at 2 o'clock on Wednesday or Thursday, and the two will close at 5; but it does not prevent the 18 from closing their shops at 2.

2174. It is rather remarkable that the others should close; but, apart from that, is it not very annoying to those other 18, who are the large majority?—Of course it is very annoying and very irritating, but it tests the principle. It is the great difficulty that we have in respect to this voluntary closing everywhere. Of course it is our great difficulty; the voluntary difficulty lies in that. That is where the whole of our difficulty lies; but still, bit by bit they are persuaded

Mr. *Tennant*—continued.

suaded, and one after another in time drop into it, and eventually a district becomes practically unanimous.

2175. In spite of that difficulty you still adhere to the system of voluntaryism?—I still adhere to the system of voluntaryism.

2176. Do not you think that voluntaryism, up to a certain point only, would be preferable; that is to say, to such a point as where you could get really at the opinion of the majority of the shopkeepers in a district to find out whether they did wish to close, and then, if they did, to compel the minority?—I say, in the case of this Bill, shopkeepers, at all events in London, have never had an opportunity of pronouncing whether they are in favour of it or not; it has never been discussed, not at a single place that I am aware of.

2177. You would be in favour then, as I understand it, of trying to find out the opinion of the majority of the shopkeepers?—I think that would be the fairer way to test it. I am not in favour of the Bill at all, but to find out whether other people are in favour of it; that would certainly be the best method of going to work; submitting it to a series of public meetings.

2178. Or even taking a poll?—Well, I do not know about "a poll" I am sure; there would come in the difficulty. It is a very difficult thing to get at the voice of London in any case; but the best way would be to hold public meetings, I think, of the traders themselves. They are the people who would have to vote. Of course assistants may be greatly in favour of it for all I know, but then they have not the power to vote.

2179. They have not the power to vote under the Bill, no; it is the occupier; after considering this question, you think that the difficulty of getting anything like unanimity under the voluntary system is a smaller one than the difficulties which meet one by trying to make the operation of a Bill, such as this, compulsory on a minority?—I think that is my own opinion, that the voluntary principle is certainly the best.

2180. Yet you do admit there are difficulties?—Yes, I admit there are great difficulties in the way.

2181. Such difficulties as to render it in some districts, I suppose, absolutely impossible for a tradesman to close his shop early if he wishes to live by his trade at all; do you admit that?—No, I do not admit that.

2182. You think there are no districts you know of in London where early closing does not take place; I mean reasonably early closing?—Do you mean to ask me if I know of any place where shops are kept open to an unreasonable hour?

2183. No; what I want to know is whether you know any district in London where it is the rule for all sorts and classes of shops to be kept open to 9 or 10 o'clock at night three or four nights, or five nights of the week?—Well, I do not know about "10"; I know there are districts in London where they keep open until 9 and half-past 9.

2184. As a rule?—As a rule, yes.

2185. And even later, I suppose?—It may be in some instances, even later.

Sir *Blundell Maple.*

2186. On some nights, I suppose?—On some nights; and in this very district they would probably be closing at 2 o'clock on Wednesday or Thursday.

Mr. *Tennant.*

2187. That shows does it not how the voluntary system is practically inoperative?—I think it goes to show, in my mind, that these shops are wanted; for instance, supposing the girls that are employed in factories go home to their rooms or parents at night, they have got their shopping to do after they get home at night frequently; shops are wanted by those people.

2188. Then you consider it necessary that some shops should remain open?—For the convenience of the public I distinctly think so.

2189. Do you deliberately think that it is impossible for the working classes to go out shopping before 9 o'clock at night?—Well, I have given you an instance of the difficulty there is attached to it. I think that difficulty very extensively prevails; and it cannot be an opinion of mine, because it is the actual fact. It is a fact that the wife has to stay until the husband returns, then put the children to bed, &c., before she can get time to go out and do her shopping, and that brings it frequently to 8 o'clock at night.

2190. Eight o'clock?—Or a later hour; but I think it could well be kept within reasonable bounds, say 9 o'clock. I have expressed that opinion, that those districts now closing at 10 might close at 9, without doing their business any very serious injury.

Sir *Francis Powell.*

2191. I believe you have had very considerable experience of the working of local customs as regards half-holidays on Wednesday and other days?—Yes, I have.

2192. What is your opinion as to the illustration which experience gives of the effect of the voluntary system in that matter?—Do you mean as to the time we get the shops to close?

2193. Now I am confining my question to one point, that is the half-holiday: Do you consider that the voluntary action as regards the half-holiday arrangement has been satisfactory, or do you not?—It has been satisfactory up to the present, considering the difficulties that we have had to contend against; in fact, everything closing at 2 o'clock now has been obtained by voluntary effort.

2194. Do you find or do you not find that certain shops keep open contrary to the general feeling and usage of the place, and thereby obtain a certain amount of custom to themselves?—Yes, that is so.

2195. Is that done to a small extent which you may neglect, or is it to a serious extent which produces an inconvenience worthy of notice?—In districts where an earlier closing than 2 o'clock or 3 o'clock has been adopted, if that is broken through by one or two men, it jeopardises the movement; it upsets the movement in most places.

2196. But I believe it is the fact, that in a great many places the half-holiday system now prevails?—It is prevailing in a great many places;

Sir *Francis Powell*—continued.

places; there are very few places without it in some form or another.

2197. Then my question is, seeing that it is so happily general, whether that does or does not encourage you to have faith in voluntary arrangements?—I have strong faith in voluntary arrangements, and I believe that they will eventually succeed in getting more shops closed at an early hour than they do at present.

2198. On the Wednesdays?—On the Wednesdays or the Thursdays.

2199. Do you consider, or do you not consider, that the half-holiday has been a success?—I consider that it has been a great success by the voluntary arrangement.

2200. Do you think, or do not you think, that the few exceptions will gradually disappear, or will they remain as they are, or will they increase?—I believe the half-holiday movement, at all events, will increase in every district; I believe that it will increase and become a general movement.

2201. Then you think the number of shops open on the half-holiday will diminish?—I do.

2202. Then you probably think (if I am wrong correct me) that that experience confirms you in your belief as regards the voluntary system applied to early closing on other days of the week?—Yes, it does.

Chairman.

2203. You have stated that in a district in London shops are now open to nine, half-past nine, and even 10?—Yes.

2204. And I think Mr. Restall, your secretary, has stated in writing, or in print, has he not, that in many shops the hours still remain 80 to 82 hours per week?—In some districts I believe he has.

2205. Now, this early closing movement has been in operation for a very long while; you probably remember that it is nearly five-and-twenty years ago since I introduced the first Bill on the subject?—Yes, I am aware of that; but I do not think the two o'clock movement, for instance, has been in existence so long as has been stated.

2206. I did not say it had, but that we had been working to get shorter hours for that period?—Yes, but a great advance has taken place in the last 10 years.

2207. Still you admit that there are districts, in spite of what you call the "great advance," where shops are open to nine, half-past nine, and even 10?—Yes, we intend to keep pegging away at these districts until we get them closed.

2208. In the meanwhile the unfortunate assistants may suffer terribly. You were one of the committee of the Early Closing Association in 1887, I think, which considered the question of early closing, and I believe that committee made a report to the association generally, that "The Committee are agreed that of the various schemes so far put forward, the Shop Hours Bill (now to be known as the 'Early Closing Bill') is that which is most likely to attain the ends sought. They, therefore, subject to certain alterations to be introduced in Committee, approve the principle of the Bill, and recommend its acceptance to the board of management"?—Yes, that is so.

Chairman—continued.

2209. And you signed that?—Yes, I did.

2210. At that time you were of that opinion?—Yes. Will you kindly read the resolution at the beginning? That will show to the Committee the spirit in which all these things were approached.

2211. The resolution was a resolution of the board of management?—Yes.

2212. But I am speaking of the report you made in consequence of that resolution?—Yes.

2213. The board of management of the Early Closing Association appointed a committee in 1887 through this resolution: "That while refraining from committing the association to any scheme of legislation so far proposed, the board of management, having regard to the results of their recent canvass, nevertheless determine to accord a benevolent support to the principle of legislation, and appoints a committee to examine the question and report thereon to a future meeting of the board"?—Yes, that is the resolution.

2214. Then the committee made a report in which they stated that "subject to certain alterations to be introduced in Committee," they "approve the principle of the Bill, and recommend its acceptance to the board of management?"—Yes.

2215. And you signed that report?—Yes, I signed that report. I may say that that Bill was not carried into law; that Bill was not passed.

2216. No, not that particular Bill?—No Bill has been passed yet, except the Shop Hours Regulation Bill, I think.

Sir *Blundell Maple.*

2217. And you have changed your opinions about it?—I have, decidedly.

Chairman.

2218. You have stated that you left the Early Closing Association partly on account of their endeavour to bring the Shop Hours Regulation Bill into operation to put down cases in which shop assistants were working 80, 90, and even 100 hundred hours a week?—Yes, I did not object to that in itself; I objected to it, because I thought they were not a proper association for carrying out the Act; I thought someone ought to see that the Act was enforced, but I did not think our society ought to do it.

Sir *Blundell Maple.*

2219. The London County Council do it, do not they?—The London County Council do it now.

Chairman.

2220. You have put in evidence certain letters from medical men which you state appeared to show that the health of assistants did not suffer from the long hours?—Yes, I was very anxious to know for my own part, in order that I might state it to the Committee, if there was really anything I knew of my own knowledge which would show that they were suffering from long hours; and

Chairman—continued.

and in consequence of that our secretary has written to these gentlemen within the last week.

2221. You have put in seven letters, and I should like to ask you a question about each of them; Mr. Nelson Hardy says that he has "only seen one or two cases"?—That is so.

2222. Then the next gentleman (Mr. Davies) says: "I find that the visits of your members have been too few for me to give a satisfactory answer to your inquiry"?—Yes.

2223. Then Dr. Bown says: "I have only had two or three shop assistants apply to me;" that is so, I think?—That is so. I do not know whether he says anything more about it.

2224. "I have only had two or three shop assistants apply to me for advice, and in none of these cases was their illness caused by overwork or prolonged hours;" he had only had "two or three" cases?—Yes.

2225. Then Dr. Cotton says: "That hardly any member has applied for medical advice, so that he is unable to form any opinion on the subject"?—Yes.

2226. Then Dr. Brinyloe says: "I have not had a single application for advice, therefore am not in a position to form an opinion"?—That is so. I do not know whether that is the lady doctor or not.

2227. That is signed "I. Brinyloe"; then Dr. Boddy's is the next?—I think the long letter would be the lady doctor; that is Dr. Boddy's.

2228. "I am sorry to have to inform you that not one of your members has sought my advice"; so that she is not in a position to express any opinion upon the subject?—No; but I think it goes to show that if there was any widespread feeling upon the subject it would be known.

2229. The Committee will judge for themselves upon that point; then Dr. Flynn, is that the name?—Yes.

2230. Dr. Flynn says: "I am afraid I am unable to answer your query as to my knowledge; I have only treated one patient belonging to your association"?—Yes.

2231. Therefore, the Committee will judge whether those are witnesses who are able to give much information upon the subject; now you have stated to the Committee that the trade journals are opposed to this Bill; are you prepared to say that the "Grocer" is opposed to the Bill?—I am not prepared to say anything about the "Grocer."

2232. Are you prepared to say that the "Grocers' Journal" is opposed to the Bill?—I am speaking, perhaps, of my own trade journal.

2233. The "Grocers' Gazette"?—I have not seen the "Grocers' Gazette."

2234. The "Drapery World"; is the "Drapery World" opposed to the Bill?—I should say it is opposed to the Bill.

2235. The "Drapers' Record"; do you say that is opposed to the Bill?—I think that is opposed to the Bill.

2236. And the "Draper"?—And the "Draper."

2237. The "Chemist and Druggist"; is that opposed to the Bill?—I have not seen that.

Chairman—continued.

2238. Are you aware that it was at the suggestion of the editor of the "Chemist and Druggist" that chemists were included in the Bill?—No, I am not aware of that.

2239. Then which of the trade journals, to your knowledge, are opposing these suggestions?—I have noticed the "Draper," the "Drapers' Record," and the "Drapery World"; those are the three papers I was alluding to. I should, perhaps, have said my own trade. I have seen an article in the "Standard."

2240. I was asking you about "trade journals"?—Yes, that is so.

Mr. *Diamond.*

2241. Have you ever attended a congress for the purpose of discussing early closing?—Yes, I attended one in Glasgow.

2242. When was that?—I could not exactly tell you the date; about seven or eight years ago.

2243. Were you at that time distinctly in favour of legislation?—I was not distinctly in favour of legislation; I was in favour of the Bill that we had passed which has been now alluded to in my examination by the Chairman.

2244. You spoke in favour of the Bill?—I did not speak in favour of the Bill; I went there to vote in favour of it anyhow.

2245. You voted in favour of it?—I did.

2246. You are also in favour of legislation being applied to women and young people?—Yes, I think below a certain age. I have no objection to that at all.

2247. You approve of that?—Yes, I do not object.

2248. You think it desirable that there should be legislation for young people?—Yes.

2249. On what grounds?—Because I think that in tender years young people require more care than adult people.

2250. Would not you suppose that their parents would be quite fit to look after the interests of these young people?—No. So many of them are away from their people; they are not living with their parents when employed in shops.

2251. Their parents would know what work they were putting them to when allowing them to go to shops?—They would not know the details of the work.

2252. Would not they know the hours?—They would know the hours certainly to a certain extent, but they would not know all. I do not think it is quite a question for me to answer, but I think I may say without any doubt that everybody would be in favour of protecting young women and children, and making a distinction between them and adult labour.

2253. Did shopkeepers oppose the Shop Hours Regulation Act?—The shopkeepers? well, I am not aware that they did oppose.

2254. At any rate, you did point out that the law was being broken because a prosecution was initiated?—Yes, undoubtedly there was a prosecution and a conviction obtained.

2255. There is just one question I should like to ask you about the different authorities; it has been said that the borders of the London County Council

Mr. *Diamond*—continued.

Council and the Common Council, to some extent, overlap: I hardly thought it possible; I thought the police in each district had its own boundary line drawn very closely; for instance, in the Strand it is Temple Bar, I think; suppose these two authorities came close together in applying an Act like this (granting the Bill becomes an Act), do not you think these authorities would be most likely to consult together as to any basis of proceeding, so that there might not be any great discrepancy between the application of the Act in the various districts; these authorities do at present act in concert for various purposes; is there any reason why they should not act in concert in the application of the Shop Hours Regulation Act, granted that that was the law of the land. Do you know any reason why these authorities, who co-operate at present for other purposes in applying the law, should not co-operate to apply this Act?—I do distinctly, if the Bill is to be acted upon in the way in which it is drawn.

2256. What is your ground for thinking that they would not. Have you any ground for thinking so?—My reason for thinking so is that it is purely permissive; they would surely carry out the wishes and desires of their own district; that is to say, if Islington wanted the Bill it would not be dictated to by Paddington; and

Mr. *Diamond*—continued.

the County Council may consult as much as they like if it is absolutely in the power of the people to say whether they will have the Bill or not; you cannot dictate to the authority as to what Paddington or Kensington shall do.

Mr. *Edwards.*

2257. You say that all the drapery journals are against legislation?—All that I have seen.

2258. Against legislation?—Well, they criticise this Bill unfavourably.

2259. Do you know the journal called the "Drapery World"?—Yes, I do.

2260. Is that in favour of legislation?—I do not know that it is in favour, but I saw its criticism against this Bill; they had a criticism in it against this Bill.

2261. Do you mean to say you can read something in that journal so clearly as to find that it is a criticism against the Bill, and yet not find what it is in favour of?—Although I take the journal, and read it, I am not sure whether the "Drapery World" is, or is not, in favour of legislation.

2262. You do not know, as a fact, that it does advocate legislation?—I do not know that it does advocate legislation.

2263. Legislation in a certain line?—I do not know that as a fact.

Mr. FRANK DEBENHAM, called in; and Examined.

Chairman.

2264. I NEED hardly ask the question; you are a member of the important firm of Debenham and Freebody?—Yes, I am.

2265. And you were an alderman of the London County Council?—Yes.

2266. You have paid a good deal of attention to this subject?—Yes.

2267. Have you heard the evidence given by Mr. Bryce Grant?—Yes, I have.

2268. Do you generally concur in that evidence?—I cannot say that I am in a position to confirm a great deal of it; with regard more particularly to the practices in regard to hours and so on in the suburban, and what is commonly called the lower class of shops, I have had very little experience indeed in those; my experience lies rather in the larger houses in London and the country; but generally, I think, Mr. Bryce Grant's evidence is correct.

2269. Is there anything you wish to add to that evidence?—No; I cannot say that there is anything very special at all; I think the result of voluntary effort might perhaps have been a little more enlarged upon. I think Mr. Grant rather minimised the effect of voluntary effort in connection with this early closing movement.

Sir *Blundell Maple.*

2270. Do you consider that good voluntary work is being done still?—Oh, there is no doubt of it.

2271. In all parts of the metropolis?—I think probably more to-day than ever, and I think we are reaping the results of the work of the last

Sir *Blundell Maple*—continued.

five-and-twenty years to-day to a very considerable extent.

2272. In all the principal towns in the country there are early closing associations?—A great many, I believe. Yes, a great many more or less spasmodic movements one would almost say; there is always some movement cropping up for early closing in different places.

Sir *Francis Powell.*

2273. Does your knowledge of the hours of London extend beyond what may be described as the West End?—Oh, yes. I might say in connection with that that I have been chairman of a Voluntary Early Closing Association Board for some three years now (nearly three years), and through that association I have come to some extent in touch with the voluntary movement in London, and in that way have obtained a great deal of information.

2274. What do you consider the hours of closing in the West End are, speaking generally, in general terms?—In the larger houses I should say seven o'clock on an average; I speak more particularly of the drapery trade, the general trade, drapery, furnishing, and cognate trades.

2275. You say seven o'clock is the ordinary hour?—I should think to-day that is a very good average for the larger houses; I may say that my own house closes at six o'clock the greater part of the year; and the tendency is still to shorten the hours.

2276. And on Saturday?—And on Saturday at two o'clock.

Sir *Francis Powell*—continued.

2277. You speak about the larger houses, but does the same hour apply to the smaller shops?—The smaller shops are later, decidedly, than the others.

2278. Could you give a rough approximation of the hours of closing in the case of the smaller shops in the West End of London?—I do not think I could; I have not much experience as to that, but I should say that in the West End generally it would be nearer eight than seven.

2279. Taking large and small shops together, do you think that is about the average?—I should think so; yes. I might say the hours vary according to the season very much.

2280. Where?—Particularly in the West End; but throughout London generally they are later in the summer than they are in the winter.

2281. Later in the summer?—In what are called the better class trades.

2282. In how many months of the year would they close at seven?—I should say that a house that closed at six or half-past six in the winter in the West End would probably close an hour or an hour and a-half later in the season.

2283. Would it be as late as half-past seven?—In many houses it would.

2284. In the summer?—I am speaking of the West End only in the summer.

2285. I am confining my questions to the West End; I know your knowledge is more as regards the West End than any other part?—Yes, exactly.

2286. You consider that in the summer time the hours would be half-past six to half-past seven?—Yes, I think that would be a very good average. I am bound to say my knowledge is not more than that of any other ordinary person. I have never made it my business to inquire very particularly. I am hardly in a position to observe, and I have not made it my business to inquire what sort of an average might be struck with regard to the hours; so much depends upon the trades. That is the truth.

2287. Your knowledge does not extend to the East End of London?—Not a bit.

Mr. *Edwards.*

2288. Do I understand you to say that you object to the Bill?—Yes, decidedly, on many points.

2289. You think it is bad for London?—I think it is bad for anywhere.

2290. You think it is bad for anywhere?—Yes.

2291. Why do you object to the Bill, then?—I object generally. First of all, I should say that I object to its permissive character. I think if we are to legislate at all the former Bill of Sir John Lubbock's was very much better than the present one; that is, that there should be a hard-and-fast hour appointed, and that everyone should have to conform to it. I think the permissive point of the Bill is a very weak point. I do not believe you would ever get it taken advantage of, or put into force.

2292. Would not any injustice such as this might work be very much greater if you fixed a hard-and-fast line for all?—That is possible; but, on the other hand, I do not think you would ever get your two-thirds majority.

Mr. *Edwards*—continued.

2293. That is, for the district?—For that reason I think it has very little value.

2294. Does it not become almost what you are trying to get, voluntary closing?—Closing by voluntary effort?

2295. Exactly; closing is the great desideratum?—Yes.

2296. That all should close?—Certainly.

2297. But you find in voluntary efforts that one or two can very often throw a whole district into confusion?—Yes, I think that is very much exaggerated, you know; I think the cases where two or three throw a whole district "into confusion," as you put it, must be rare. I think, as Mr. Bryce Grant suggested, that the minority, sooner or later, is won over; I do not think the minority is the gainer by standing out.

2298. But they do stand out, do not they?—They do in cases.

2299. They do stand out, not only for the half-holiday, but for the shorter hours?—In certain cases they do. When you mention the half-holiday, I think that is a decided instance in favour of my view. Sir John Lubbock knows this: We worked together in that half-holiday movement; it was initiated by a few leading houses in the general trade in the West End—I might say quite independently of the Early Closing Association of that day; and when we agreed to close at two o'clock on Saturdays, the number of adherents was comparatively limited; but that movement has gradually grown until it is almost the exception for any first-class business to-day, in London, not to join in it. My point is, that if we had been deterred by the fact that we were only a small minority, we should never have initiated that, or carried it through.

Sir *Blundell Maple.*

2300. All small traders and drapers in your district close on a Thursday, do not they?—I think they do in some streets.

2301. Within your district?—Oh, yes; in the High-street, I believe.

Mr. *Edwards.*

2302. Then you have had more success with the half-holiday than with the early closing movement?—In the shortening of hours day by day, do you mean?

2303. No, the closing on one day in the week; the association has had more success in that, has it, than as regards closing early every day?—I am not prepared to say that. From the evidence that has been given I should think that the half-holiday movement on other days has extended a good deal; indeed, extensively, during these last few years. The Saturday half-holiday movement was the first, you know.

2304. I say the half-holiday movement has advanced more than the early closing?—Has advanced more than the early closing every day?

2305. Yes?—I do not know about that; I think there has been a general lessening of hours day by day in London; certainly in the West End.

2306. Do not you know well enough that there are

Mr. *Edwards*—continued.

are complaints made, and very strong complaints, that the hours are excessive?—Yes, in certain districts and in certain trades; but I think the general trend of things has been towards the shortening of hours all through.

2307. And so long as you cannot win over all, your very success makes it all the harder for those who have to work in the shops which do not adopt your policy, does it not?—I do not know that I quite follow you. I do not mean to set up any distinct relation between the two movements, the half-holiday and the early closing. What you call "early closing" is a shortening of the hours day by day?

2308. Yes?—We call both early closing; I think both movements have extended very much during these last few years.

2309. What I mean is this: the very success you have met with in early closing has made the position of those who are assistants in shops which have not adopted it more irksome?—I cannot say that it has; I do not see where the connection comes in.

2310. They see their neighbours happier?—Yes; it brings home their condition to them more forcibly perhaps.

2311. They feel their condition to be worse?—It has not tended to maintain the longer hours for them; on the contrary, it has had rather the contrary effect; early closing in any direction assists early closing in all; that is my point; that is the tendency at all events.

2312. In the last 10 years has there been a general decrease in the hours?—I should say the last 20 years. In the last 10 years particularly there has been a distinct tendency to close earlier all the year round in spite of certain exceptions. That is my firm opinion.

2313. The shops that are open now are not open so late as they used to be, that is my point? No, certainly not.

2314. Then I apprehend that you do not like some other witnesses say that the Bill is bad for London, that is the point of some, that the Bill is in itself bad for London?—It would be more difficult to carry out in London probably; but with every sympathy with its author, I think it is bad all through.

2315. Others have said it is bad for London; that of course admits that it might be good elsewhere, because London does not comprise the whole country as yet although it soon may?—I do not think the principle is good; and still more I think what we are anxious for, and all anxious to secure, may be done by other means.

2316. By voluntary means?—Yes, and public opinion; public opinion is decidedly growing.

2317. I am afraid "public opinion" will not make people shop earlier, will not?—I think it will make them shop at more reasonable hours.

2318. I do not think I should be guided much by "public opinion" if I wanted to shop; I should be guided by whether I found that the shop was open or not?—I do not know whether you have read Lady Jeune's article on Shopping in the "Fortnightly"; that answers a good many of these questions better than I can answer them.

Mr. *H. L. W. Lawson.*

2319. You confirm the evidence of the last witness, do you?—Generally, as far as my experience goes.

2320. In the West End, with which you are particularly acquainted, I know, do you agree with him that the hours have fallen considerably in the last 10 years?—I should not like to say "considerably"; I think the tendency certainly has been in that direction.

2321. I will take your own case if I may; what is the change there?—I should think that to-day, as compared with 10 years ago, the hours are at least one hour per day less; at any rate we close on an average at least one hour per day earlier.

2322. Have you acted in concert with other big establishments?—Yes, generally.

2323. In your own trade?—Yes, indirectly; we work together. I think the force of the example, probably of a few, has had more effect in bringing in a larger number than anything else.

2324. Taking London as a whole, is it true of the state of trade with regard to big establishments there?—Not to the same extent, I fancy. Still, I think all round there is a general shortening.

2325. Supposing this Bill was carried and enforced, do you consider it would be in favour of your house, the large as against the small tradesmen?—It would not make any difference to us, because we are well within the hours now. Do you mean in bringing others up to our level?

2326. Yes?—I do not think it would make any difference.

2327. Would you say that with regard to other trades than your own?—Well, I can hardly say with regard to other trades; but I cannot imagine that it would make very much difference. I think the real principal explanation of the excessive late shopping is the special requirements and the general indifference of the classes for which the shops exist.

2328. To use a phrase that has been often used, I suppose it is the small and domestic shopkeeper that is the great offender?—Yes; the workman's wife particularly.

2329. The workman's wife who keeps the shop?—No; the workman's wife who goes to buy her goods late at night.

2330. But I am dealing with the shopkeeper; is it the small shopkeeper?—The small shopkeeper, on account of the intense competition, can hardly help himself.

2331. I know you have a large acquaintance with London; do you think difficulties would arise with regard to the local authorities if this Bill were passed?—I do not. I do not fancy the difficulty would be so much with the local authorities as in getting the two-thirds majority. I do not mean with regard to the machinery for getting it, but as to the feeling. I do not think you would easily get a two-thirds majority.

2332. This proposes to treat them as a whole?—I understand it is a local option.

2333. No; it is the London County Council who is the authority outside the City?—Then I do not think it would work.

Mr. *Samuel Smith.*

2334. What is your trade?—That of general salesmen, silk mercers, drapers, and sundry cognate trades.

2335. Where?—Wigmore-street, in the west-end.

2336. What are about the average hours now on ordinary days?—Half-past six and two o'clock on Saturdays.

2337. You close about half-past six on ordinary days?—Yes, six o'clock perhaps the greater part of the year.

2338. When do you open?—I think, for the purposes of business, we do not open until half-past eight, but the place is really open at seven.

2339. Have the shop assistants to be there from seven until half-past six in the evening?—A few; certain classes of them have, yes.

2340. Not all of them?—Not all of them.

2341. Have you any young persons in your employ?—Oh, yes, a large number.

2342. And they are subject to the Act, I suppose, which limits them to 74 hours per week?—Yes.

2343. Does that prevent them from being overworked?—Well, we never did work them 74 hours per week, so that that did not apply to us; but I might say, by way of explanation, that really my own business is no criterion in the least; it is a very mixed business; it is a wholesale as well as a retail business, and the same conditions do not really apply to all parts of the business; for instance, a point was made by more than one witness about the desirability of carrying the Act to the point of shortening the hours even after the premises may be closed. Well, that, I take it, would be absolutely impossible. I can only say that in my own house very often what would be considered late hours have necessarily to be kept at certain times in the year, although the premises actually are closed.

2344. That is in arranging the goods, and so forth?—Yes, the execution of orders, and one thing and another.

2345. Packing up?—Yes; that is more on the wholesale side of the business.

2346. You close at two o'clock on Saturdays?—Yes.

2347. Is it customary to close on Saturdays in your part of the town at two o'clock?—Yes, generally.

2348. But I suppose some other parts of the town select other days for the half holiday, do not they?—Yes; it is not so much the different parts of the town as the different classes of trade, I fancy.

Sir *Blundell Maple.*

2349. In the same streets or the same neighbourhood?—Yes, quite close.

Mr. *Samuel Smith.*

2350. Is not Wednesday the day for closing in many cases?—Wednesday and Thursday are the two principal days.

2351. Is it more the trade or the place that settles the day they close upon?—Three or four leading trades generally settle it. I believe occasionally one trade alone will close.

2352. On a certain day?—Yes; but I really cannot speak with any authority upon that.

2353. That is all brought about by voluntary arrangement, as I understand?—Entirely.

2354. Are there many that stand out against it?—There is generally a minority; it is difficult to get all in.

2355. Do they get any unfair advantage, do you think, from standing out against it?—They evidently think they do, or, presumably, they would not stand out; but I doubt very much whether public opinion supports them in their attempt to take away trade, as it is called, from their neighbours.

2356. You think that the public would not give any advantage to people whom they thought acting unjustly or unfairly?—No; I think there will always be a section of the public who are always careless and thoughtless; if they find a man open while all his competitors are closed, and they want to buy something, they will go and buy it probably.

2357. I suppose, for the men you talk about in the good neighbourhoods, in the good shops, the voluntary movement will do all that is required?—Certainly; I would go further and say that the early closing movement has unmistakably had the support of, at any rate, that class of the public that support the houses that close early.

2358. How about those poor neighbourhoods where the shops are keep open until nine or 10 o'clock at night; do not you think something requires to be done to shorten the hours there?—It would be a very good thing if something could be done; I should not despair of bringing public opinion to bear, even among the classes that support the shops that keep open late, with a view of getting them to close early. It is obvious, as somebody has put it, that it does not take the working classes 80 hours to spend what it only takes 50 hours to earn; it is a question of adjustment; there is a good deal of carelessness, and unnecessary carelessness, in the matter.

2359. Are you aware that in some of the provincial towns, in the poor parts, the shops are keep open until 12 o'clock on Saturday night, and even until one o'clock on Sunday morning?—I believe so.

2360. And that a great part of the shopping takes place after nine or 10 o'clock on the Saturday evening?—Yes.

2361. And in many cases not until the public-houses have closed?—I have been told generally that the public-houses have more to do with it than anybody else; they keep open late, and the shopping takes place afterwards.

2362. Because the wives cannot get any part of the wages until the husbands come out of the public-house?—That may be the explanation to some extent; but I fancy it is more a matter of habit.

2363. Do not you think that if the hours of closing were reduced from 12 o'clock till nine o'clock that all necessary shopping could be done quite well if the people made the necessary adjustment?—I should think so.

2364. Could

Mr. *Samuel Smith*—continued.

2364. Could anything be done in the way of later opening to make up for these late hours, so as not to make the work unreasonably severe?—I do not know; it is very difficult to say, because the circumstances vary so much.

Mr. *Diamond.*

2365. Might I just ask you, you having been a member, or an alderman, of the county council, whether there is such a thing as overlapping with the city authorities and the county council in the matter of district; is there any conflict of authority in regard to local administration in the Metropolis; is not the boundary of the county council jurisdiction clearly defined?—You see it varies so much for different purposes; I do not know that there is much of what you call "overlapping."

2366. Overlapping is not really a practical question in this matter, is it?—No, I should think not.

Sir *Blundell Maple.*

2366*. One side of a street might be in the City jurisdiction and one side in the London County Council, might it not?—It might be as regards the City.

Mr. *Diamond.*

2367. I understand a question has been put about a possible conflict of jurisdiction of two bodies; I want to know from you, as a past member of the county council, whether that is a practical difficulty?—I do not think that is a practical difficulty.

2368. You are aware that one objection taken as to work being done after the shop is closed (the season trade) is provided for in the Bill by a special exemption from the local authority; I suppose that would meet the case you suggest?—It is only provided for as regards the actual closing of the shop in the Bill.

2369. Special exemption may be given to certain trades for what is called season work?—For the purpose of opening, or keeping open, rather.

2370. For the purpose of keeping open?—I was speaking of work done after the premises are closed, which this Bill does not pretend to touch. It does not pretend to interfere with that class of work, I understand.

2371. The last witness was strongly opposed to all forms of legislation, and I understand you to say that you concur in his evidence?—I would not like to go so far as that. As a general principle, I think the less the State interferes the better; but I was heartily in sympathy with Sir John Lubbock in the Bill for shortening the hours of young people; in fact, I went further than he did, and advocated 68 hours instead of 74.

Chairman.

2372. You had not to carry the Bill through the House?—Exactly; I still think they might have been made less, but I do not think the evil sought to be remedied, great as it is, can best be overcome by legislation; I believe that voluntary effort and the creation of public opinion on the subject has done a great deal, and will do more.

Chairman—continued.

2373. I find some evidence given in 1886, on the Shop Hours' Regulation Bill, in which you made this statement: "I am inclined to think that voluntary action—persuasion as he calls it" (that is Mr. Sutherst) "has reached very nearly the limits of its powers"; you entirely dissent from that view now; you believe that at the present moment you are receiving very valuable assistance in this movement from what is called voluntary action?—I think we are reaping the benefit of the voluntary action of that day now. I may have been, perhaps, a little desponding at that time, not seeing immediate fruits; but I am quite certain that to-day the shorter hours are largely the outcome of the voluntary efforts of 20 years ago.

2374. Do you think the closing early on Saturdays in the large places is really what you might call entirely for the benefit of the assistants; do you think it is not rather an economical matter; do not you think that, in the case of many of the large shops (I put the question to you as a man of experience), it would not pay them to keep open; they would waste more than they would make?—I think it would pay the great majority of establishments to close earlier; I think it pays us. The early closing, as far as we have got it, is profitable.

2375. That is, the early closing is economical, and to the advantage of the large shopkeeper?—Yes; it is not necessary to think we are all animated by philanthropic spirit in closing earlier than we did; it is economy; it is good business.

Sir *Blundell Maple.*

2376. The shopkeepers generally will close as early as they possibly can, will they not?—Well, I do not know that shopkeepers generally believe that. I am speaking as a matter of experience. Those who have not tried it are rather reluctant to believe it.

Mr. *Diamond.*

2377. Perhaps I did not put my question clearly; but what I want to know is this: In voluntarily consenting to an arrangement, or in adopting the system of early closing, it was really much to the advantage of those who adopted it from the economical point of view, and you could not say it was a great triumph for the voluntary principle, seeing that it is paying them to do it?—That, though we did not know it at the time, is an outcome of voluntary effort. I think we may claim it as a splendid result. I put it in this way: The half-holiday movement was not carried through, in the first place, because we thought we were going to save money by it, but because we thought it would be a very fine thing for employers and employés; we have found out also (at any rate, that is my own personal experience) that it is an advantageous thing, economically.

2378. That really is the result of it?—That is the result of it.

2379. There has been something said by previous witnesses which I would like to ask you a question about; if this Bill should become an Act it would be impossible, it is said, to classify the various trades?—Yes, it would be very difficult.

Mr. *Diamond*—continued.

2380. Now, I ask you to waive for a moment your objections in regard to the principle of the Bill, and answer this question: Do you think there would be any grave difficulty about the matter of classification?—I think there would be very grave difficulty; I think the manifest tendency of things is to bring trades together, to aggregate different kinds of trades.

2381. I find you gave evidence on this same matter in 1886, and you said then: "Perhaps the greatest difficulty in this matter is the great variety in the trade. It would not be difficult to classify them, I should think, in at least three or four divisions." Now, what are the difficulties of classification that have arisen now that were not in existence in 1886?—It is not so much a question of classification; there is no difficulty in distinguishing between a butcher and a baker, but the difficulty is that so many more people have taken to butchering and bakering under the one roof. Are they primarily butchers and secondarily bakers, or are they primarily bakers and secondarily butchers, and so on? You may go through a dozen trades. That is the modern difficulty.

2382. If you were applying this principle, which, you say, was not then difficult to apply in the way of classification, the fact of whether you were dealing with 12 shops or with four would not greatly differ so long as you arrived at the conclusion. There are not many difficulties in the way of classification. The number of tradesmen would not materially alter the difficulties, would it?—It is so much more difficult to-day to draw the line between one business and another; one business slides into another, instead of having 20 different kinds of businesses in a street, you will find them all aggregated in a general store.

Sir *Blundell Maple.*

2383. Shops have gone into so many more businesses lately; is not that so?—Yes.

2384. Since the time when that evidence was given?—Ten years make a great difference.

Mr. *Diamond.*

2385. I understand you to say that the large traders would not be affected by this Bill even if it became law, because they are well within the possible hours that would be adopted?—Certainly; not all large traders, large traders of a particular class. The general stores, who deal more with the working classes, would be affected, or might be probably.

2386. Is the ground on which your association takes up this attitude to the Bill this, that it is more interested on behalf of the large traders who would not be affected than on behalf of the smaller traders who would be?—I do not maintain that our association is formed in any sense in opposition to the other association which more particularly advocates legislative measures. It is because we believe the advantages which you seek by legislation can be brought about sooner or later (and better brought about in many cases earlier rather than later) by voluntary effort. I have always discouraged opposition to the other association as much as possible. We do not exist primarily to oppose legislation, but to promote voluntaryism.

Mr. *Diamond*—continued.

2387. I was taking your evidence as it stood, and the evidence of the previous witness, as typical of the view of your association, and that is distinctly hostile, as I understand?—I do not know that it is hostile. It is only hostile in a negative sense.

2388. It is directly hostile to this Bill and to legislation of any kind?—Yes, generally; negatively it is; if we think we can do better by voluntary effort obviously we are hostile to legislation.

2389. Do you suppose that if this Bill were put into operation it would make any person who is closing early now keep his shop open longer, seeing that it has been found out, as you have said, that it is absolutely an economy to close early?—No, I do not think that for a moment.

Sir *Blundell Maple.*

2390. Just follow this one question arising out of that: Those shops that would be now closed late, you consider would not be so friendly disposed towards closing if this Bill was passed as they would be by voluntary action and persuasion being used generally?—I think if the trading community was forced to accept this or any similar measure, they would say, "Now you have got your Bill, what more is wanted? There is an end to the whole thing." The voluntary movement goes farther a great deal, or contemplates going farther, at any rate, than closing places at eight o'clock.

Chairman.

2391. Under this Bill they might close at six; that is the minimum; not eight?—Then it comes to almost the same thing.

2392. I do not wish to put any words into your mouth, but I understood you to say just now, in answer to an honourable Member, that you are not here absolutely to oppose this Bill, but that you think voluntary action, on the whole, will secure the same object, and that that would be preferable?—That is the *raison d'être* of our association.

2393. Is that the tenour of your evidence to-day?—Personally, I oppose the Bill on many grounds.

Sir *Blundell Maple.*

2394. You are positively opposed to the Bill, because the first thing you consider is that it would destroy voluntary action, and would not so easily attain what we are wanting to get, and what we now get by voluntary action?—That is one reason, among others.

2395. And another reason is that you consider the Bill unworkable as it is?—Certainly; I do not believe it will ever have any effect.

Mr. ROBERT MACRAE, called in; and Examined.

Chairman.

2396. YOU are Secretary of the Dundee Shop Assistants' Union?—Treasurer, not secretary.

2397. You have been treasurer for some years, have you not?—I have been recently appointed treasurer; previously to that I held the secretaryship for three years.

2398. Of what?—Of the Dundee Shopkeepers' Assistants' Union.

2399. How large is your union?—We have a membership of over 500.

2400. What are your usual hours in Dundee?—From eight in the morning till nine is quite a common occurrence; 9.30 and 10 is also pretty general.

Sir *Francis Powell.*

2401. Is that in your trade only?—That is generally speaking; and amongst licensed grocers 11 o'clock is quite a common hour.

Chairman.

2402. Now, is there any tendency to shorten those hours?—None whatever generally.

2403. And how about a half-holiday?—The half-holiday we have had in existence for about eight years now. We have over a thousand shops observing a Wednesday half-holiday, closing at three p.m.

2404. Do you think you will be able to maintain the half-holiday?—No.

2405. Why not?—At present we have, in one district of the city, two grocers who are keeping open, and they are keeping the whole of that district open. In another street we have 14 grocers. Only one of the 14 is opposed to the measure; the others are certainly closing just now, but we have intimation from them that unless we get this refractory grocer to close at once they will all break through.

2406. Then you are afraid that unless Parliament assists you, you will lose your half-holiday in Dundee; is that it?—It will amount to that.

2407. Are you hopeful of getting shorter hours by voluntary action?—No.

2408. You think you have gone as far as you can with voluntary action?—We do.

2409. Then is your association in favour of legislation?—Yes.

2410. Have you considered the Bill which is now before this Committee?—The Bill was considered by the assistants at a meeting held last week, and was quite favourably received.

2411. You are generally in favour of it?—There were resolutions to that effect passed at that meeting in favour of the Bill, and in favour of sending a delegate to this Committee.

Sir *Blundell Maple.*

2412. Was it read and argued clause by clause?—The Bill was explained by the president of our association, and explained in a very lucid manner.

2413. He did not read it?—He did not read it through and through.

Sir *Blundell Maple*—continued.

2414. They had no copies?—We had copies.

2415. Did each individual have a copy?—Each individual had not.

Chairman.

2416. But it was explained by the president?—Yes.

2417. And do you think that they clearly understood the main provisions of the Bill?—Yes.

2418. You are satisfied on that point?—I am satisfied on that point.

2419. And they approved of the Bill?—They approved of the Bill.

2420. Now you are going to say something to the Committee about the employers, I think?—The employers held a meeting on 19th February 1891, and there was an almost unanimous vote returned in favour of the Bill for Dundee.

Sir *Blundell Maple.*

2421. Which Bill was that?—Sir John Lubbock's Half-Holiday Bill.

2422. That was not the same as this?—No.

Chairman.

2423. Was it the Half-Holiday Bill or the Early Closing Bill?—The Half-Holiday Bill.

2424. Are there any suggestions you would like to make in detail with reference to the Bill as drawn?—In reference to the Half-Holiday or the Early Closing?

2425. In reference to the Bill now before this Committee: the Early Closing Bill?—The only reference I would like to make to it is that, as far as our city is concerned, we think the only way of bringing it into practice is by taking the City as a whole.

2426. That you can do under the Bill as it stands?—That is the only suggestion I have to offer.

2427. Do you think you would get two-thirds of the shopkeepers in your case?—Quite easily.

2428. And have you any doubt whether your town council would put the Bill into operation if they were requested to do so by the tradesmen?—We have no doubt whatever upon that subject; they have always shown themselves favourable to any movement of the kind.

2429. Therefore, your opinion is in favour of the Bill as it stands?—Quite in favour of it as it stands.

Sir *Francis Powell.*

2430. What interval have you for meals during the hours of business?—We are allowed one hour for dinner and half-an-hour for tea.

2431. What time of the day do those intervals occur?—Where I am employed we have dinner from 12 to 1 and tea from 5 to 5.30.

2432. Are the hours longer on Saturday than they are on other days in the week?—Yes.

2433. What are the hours on Saturday?—Eight till 11 is the general rule.

Mr. *Samuel Smith.*

2434. Eight till 11 at night?—Eight in the morning till 11 at night.

Sir *Francis Powell.*

2435. Do those hours apply to the large shops and the small shops equally, or more to one and less to the other?—More to the smaller shops.

2436. When do the larger shops close?—A certain percentage of the larger shops close at 10 on Saturdays.

2437. Do you confine your answers to me to the drapers' business?—No, to grocers and drapers principally.

2438. Do your answers hold good as regards other trades, such as the hardware trades, ironmongery, and so on?—Yes.

Sir *Blundell Maple.*

2439. But you have some close earlier, have you not?—There are a few of the larger drapery warehouses which do not observe the Wednesday afternoon; they close on Saturday at four, some at five.

Sir *Francis Powell.*

2440. Your Wednesday half-holiday begins at three, I think you said?—Three o'clock is the hour of closing on Wednesday.

2441. As a rule in Dundee, do the shop assistants live at the place of business or with their friends?—With their friends.

2442. At what distance from the business?—At distances varying, I should say, from 200 yards to a mile.

2443. Have you tramcars and other means of locomotion?—We have tramcars and 'buses.

2444. Are they largely used by the shop assistants?—To a considerable extent.

2445. What provision have you in Dundee as regards seats for the assistants in the shops?—None whatever.

2446. Are the assistants compelled to stand during the whole hours of business?—Yes.

2447. You have no seats of any kind?—No seats of any kind.

2448. Suppose the business is slack, as it must be now and again, have they no means of resting for a few moments?—There is not very much rest to be found for them; there is always something to do.

2449. Then, when there is no customer in, there are odds and ends of routine business which require attention?—Which require attention.

2450. What, in your opinion, is the health of the shop assistants in Dundee?—Well, as far as Dundee is concerned, I have had no cases brought under my notice of actual illness being caused by long hours.

2451. I suppose a large portion of the shop assistants do not remain as such during the whole of their lives?—Well, the chances of becoming masters are now smaller than ever they were.

2452. Why?—Because the majority of places are got up on such a large scale now that there is less chance for individuals becoming masters. Large warehouses are doing the most of the business now, and smaller shops have not the same chance as the larger.

2453. I presume a considerable proportion of

Sir *Francis Powell*—continued.

the women enter into married life, and cease to be shop assistants?—A large percentage of them do, I understand.

2454. And cease to be shop assistants?—They cease to be shop assistants.

2455. Then you will not have amongst the women many who are at all advanced in life; it would be quite the exception to have a female shop assistant advanced in life or beyond middle age?—Quite an exception.

Mr. *Edwards.*

2456. You represent a large society, do you?—Yes.

2457. Is it a mixed society, or only shop assistants?—Assistants only.

2458. Do you know anything about the feeling of the shopkeepers in Dundee, as apart from the assistants?—The feeling of the masters?

2459. Yes?—The great majority are in favour of legislation.

2460. The great majority of the masters in Dundee are in favour of this Bill?—In favour of this Bill.

2461. That includes small as well as large?—Small as well as large employers.

2462. You know what the provisions of the Bill are?—Yes.

2463. Have you had any conversation with any of the smaller shopkeepers?—I have, repeatedly.

2464. Have they ever expressed any fear to you that the Bill will do them harm?—No, they have expressed no such fear.

2465. You suggest that the small shopkeepers will be in danger of being wiped out, because they make their money to a great extent by late shoppers, and if there are no late shoppers there will be no late shops?—They have not expressed themselves in that way.

2466. They do not fear the Bill?—They do not fear the Bill.

2467. The witness who immediately preceded you (Mr. Debenham) has found that closing early on one day of the week has resulted in a saving of expense; would early closing enable the small shopkeepers to compete better or to compete worse with their neighbours: would it give them any advantage in competing with their neighbours, or would it be a disadvantage to them?—A disadvantage to the smaller shops, you mean?

2468. Yes?—I do not think it would be.

2469. Would it be a saving to them; it would be a saving, I suppose?—As far as gas was concerned, it would be.

2470. You say you know a case where two men have been able to prevent the early closing movement?—The half-holiday movement?

2471. The half-holiday; not the early closing?—Not the early closing.

2472. They have succeeded in preventing it?—They have succeeded in preventing it.

2473. The others did not close?—They did close for a certain time; but directly those two fell through, they all opened together.

2474. Because they were afraid of losing customers?—That is so.

2475. And

Mr. *Edwards*—continued.

2475. And that is really, I suppose, why shops are kept open so late at night, that people hope that at the very last they may get, not "the early worm," but the late one?—That is it.

2476. But the "late worm" has no business to be out so late you think?—None whatever.

2477. There is one point that has been spoken about, that is the question of the assistants remaining in the shops afterwards; you do not think there is any need of putting anything in the Bill to limit the attendance of the assistants after the closing of the shops; I will put it in another way: Do you think that the assistants in shops will be kept in the shop tidying up or for any other purpose, longer under early closing than they would be if this Act never passed?—In some cases that would happen.

2478. In what cases?—Well, grocers, as a rule, have a great deal of preparation of one kind and another.

2479. Preparation over night?—Well, they have occasionally to do half-an-hour and an-hour after the shop is closed; there is what is known as getting up stock, getting parcels of tea, sugar, &c., ready for the following day's sales, or for any busy day coming on.

2480. But that time which the assistants would be kept would not be longer under this Bill that it is now, would it?—No.

2481. It would make no difference?—It would make no difference.

2482. And, therefore, if they close now at 10, and closed under the Bill at eight, it would be a gain anyhow?—It would be a gain any way.

2483. You have had considerable experience, you say, of early closing?—Of the half-holiday particularly.

2484. Then, in Dundee, the early closing is for the whole town; there is no dividing of the district; it comprises the whole town, does it?—It would have to take in the whole town; there are really no convenient boundaries, I think, to divide it into districts.

2485. When you had it, it would apply to the whole town?—To the whole town.

Mr. *Samuel Smith.*

2486. Do you think you would get two-thirds to vote at Dundee for early hours?—Quite easily; I have no hesitation in saying that.

2487. The Bill allows closing as early as six; what do you think would be the hour they would adopt?—Eight o'clock.

2488. That is the general idea?—That is the general idea.

2489. How long do they keep open on the average just now?—Nine o'clock is a common hour amongst drapers, 10 with grocers, and 11 with licensed grocers.

2490. Is that every night of the week?—Every night of the week.

2491. So that in the case of licensed grocers the shop assistant will have about 15 hours in the shop every day?—That is so.

2492. That is 90 hours a week?—That is so.

Mr. *Samuel Smith*—continued.

2493. Surely that is very exhausting; are not they completely exhausted?—I should fancy so; I have not worked those hours myself, but I know those who do.

2494. Is the atmosphere gassy and bad?—It is inclined to be after the gases have been lit some time; it does get very stuffy and close.

2495. Does not that injure the health seriously, especially of females?—It causes depression at the time; whether it permanently injures the health I am not prepared to say.

2496. With regard to poor neighbourhoods, is there no distinction in the hours of closing in Dundee between good neighbourhoods and poor neighbourhoods?—It is in the poorer neighbourhoods that the longer hours are worked.

2497. Do you think that the working classes could do their shopping before eight o'clock if they liked?—Quite easily.

2498. Even on Saturdays?—I think they could do it earlier, because the majority of the works cease at two o'clock at the latest.

2499. They cease at two o'clock?—Two o'clock, the mills and factories.

2500. Has the closing of the public-houses anything to do with going to the shops; do you find, for instance, that the people come in after the public-houses are closed?—That is the case in a great many of the poorer districts.

2501. What hour do the public-houses close?—Eleven o'clock.

2502. Then the people come in after 11?—Then they come in after 11 in the poorer districts; that is on the Saturday nights.

2503. And you think that if eight o'clock were the hour they would just make their arrangements and probably spend some of the money in the shops which at present is spent in the public-houses?—That is so.

2504. Of course a great deal of drinking goes on between eight and 11 in public-houses?—I suppose the bulk of it goes on then.

Chairman.

2505. Has your Trades' Council at Dundee passed any resolution in reference to the legislation for earlier closing?—I do not know that they have passed any resolution. We are under treaty with them just now to affiliate with their union, and they are quite in favour of the Bill, and spoke favourably of it at our meeting last week; several delegates from the Trades Council did so.

2506. Therefore, you think you can speak to the fact that the Trades Council is favourable to the Bill?—The Trades Council is quite favourable to it.

Sir *Francis Powell.*

2507. How many members are there on the Trades Council?—I am not prepared to state that.

2508. Can you tell me, roughly?—Really I could not give a guess. We have had as many as six delegates at a time speaking at our meetings; but, as regards the actual number of

Sir *Francis Powell*—continued.

members of the Trades Council I could not say what it is.

2509. How many do they represent?—Of the different trades?

2510. How many do the delegates represent?—The delegates represent one trade each.

2511. How many would there be in each trade?—Well, as far as the Trades Council are concerned they are only allowed one delegate for every 50 members, I understand.

Sir *Francis Powell*—continued.

Chairman.

2512. And you think that they would fairly represent the general feeling of the working class in Dundee?—Yes, they have expressed themselves so.

Friday, 5th April 1895.

MEMBERS PRESENT:

Mr. Baldwin.	Sir John Gorst.
Mr. Cameron Corbett.	Mr. H. L. W. Lawson.
Mr. Diamond.	Sir John Lubbock.
Dr. Farquharson.	Sir Blundell Maple.
Mr. Frederick Frye.	Mr. Tennant.

THE RIGHT HONOURABLE SIR JOHN LUBBOCK, IN THE CHAIR.

Mr. WILLIAM GREENWOOD, called in; and Examined.

Chairman.

2513. YOU are, I believe, chairman of the Northern Federation of Hair Dressers?—Yes.

2514. That is a large association, is it not?—It numbers about 750.

2515. And that is including branches?—Yes.

2516. You have branches in many of the principal towns in the north?—Yes, round about Manchester principally; in Manchester and round about.

2517. What are the hours of the hairdressers generally in your part of the country?—Some of them work very long hours; from 80 to 90 hours, some of them do.

2518. From 80 to 90 hours per week?—Yes.

Sir *Blundell Maple.*

2519. Does that include Sunday work?—Yes.

Chairman.

2520. And you have communicated, I believe, with a certain number of trades organisations on the subject of this Bill?—We have.

2521. Are you prepared to put in any evidence as to their opinions?—No, I am not prepared to put in any evidence, excepting that we have had resolutions passed by certain trades organisations, such as trades councils, and that kind of thing, supporting what we ask for, namely, the compulsory closing of hairdressing shops on Sunday.

2522. Perhaps you will put in a list of the associations you have communicated with that have passed those resolutions. Will you give us the trades associations first and the trades councils afterwards?—The Northern Counties Federation of Hair Dressers, the Manchester Society of Hair Dressers, the Ashton-under-Lyne Society of Hair Dressers, the Bolton Society of Hair Dressers, and the Bury Society of Hair Dressers, and the Oldham Society of Hair Dressers.

2523. Do those comprise the principal hairdressers' societies in the north of England?—Yes, round about Manchester.

Sir *Blundell Maple.*

2524. Are they all included in the 750?—Yes, these are included in the 750.

Chairman.

2525. They are separate trade organisations?—Yes, they are separate trade organisations, all combining to make up the 750.

2526. Then you mentioned trades councils; will you give us the names of the different trades councils?—The Ashton-under-Lyne Trades Council and the Manchester Trades Council; we went before the Salford Corporation and they promised to support us; and the Ashton-under-Lyne Corporation Watch Committee promised to support us.

Sir *Blundell Maple.*

2527. Support what?—Support us in closing hairdressers' shops on the Sunday.

Chairman.

2528. But I understood you in the first instance to say that you were in favour of the Bill now before the Committee?—No; it is the insertion of a clause in the Bill for closing shops on Sunday that I have come down specially about.

2529. The resolution you sent me was a resolution in favour of the Bill, but asking the Committee to insert a clause for closing on Sunday?—Yes; that is our way of looking at it.

2530. Therefore it is in favour of the Bill, but at the same time you ask for a clause for closing on Sundays?—Yes.

2531. Now let us be quite clear about it: these associations and trades councils that you have mentioned passed resolutions and sent them to you, approving of the Bill, and requesting the Committee to add a clause relating to Sunday closing?—That is so.

2532. Are there any other modifications in the Bill that you wish to see introduced?—No, not that I know of.

2533. You are quite satisfied with the Bill as it stands, but you wish to see a clause introduced relating to Sunday closing?—Exactly.

2534. And you think that is the feeling of the hairdressers generally throughout the north of England?—Yes, of the great majority of the hairdressers throughout the north of England.

2535. And in the districts with which you are acquainted do you think that a majority of two-

Chairman—continued.

thirds of your trade could be obtained in order to get earlier closing?—I do.

2536. Have you any opinion as to the other trades, whether two-thirds would be obtained generally in the north of England, or would you be prepared to give any evidence on that point?—So far as we have been able to ascertain I think that would be so. I am speaking now of tobacconists, confectioners, and such like shops as those, that are open now at present. I think two-thirds could be easily obtained, in our district at any rate.

2537. Do you think that there would be any difficulty in getting the local authorities to put the Act into force if a two-thirds majority was obtained?—I do not.

2538. Do you think there is much prospect of getting shorter hours by voluntary action?—No.

2539. Then on the whole, the general tenour of your evidence is that the federation which you represent are in favour of this Bill, with the addition of a Sunday clause?—Yes.

Mr. *Tennant.*

2540. Is there any particular place that you know better than another; is the north of England your headquarters?—Ashton-under-Lyne I know more particularly than any other place in the north of England.

2541. If you come to apply this Bill to Ashton-under-Lyne, would you do so as one area or as several areas?—Our society in Ashton-under-Lyne includes Stalybridge, Dukinfield, Hyde, and the surrounding districts; and I think we should have no difficulty in putting it in force in those districts round about where I am particularly located.

2542. Do you think there would be any difficulty in getting unanimity in all those districts?—I think not; I think we should get unanimity all round.

2543. You would agree, not only to a particular day or days, for instance, for early closing, but you would agree to a particular time on those days, would you?—Yes; we have, in fact, done so already in our district; we have agreed to close all the shops so many days a week; one half-day in the week in particular; on Tuesday afternoon we close all our hairdressers' shops in the district I am particularly acquainted with.

2544. That is a voluntary arrangement?—That is a voluntary arrangement, and pretty unanimous.

2545. Consequently, I suppose, you have a good deal of faith in voluntary arrangement?—Not with regard to the Sunday labour.

2546. But with regard to week-day labour?—Yes.

2547. You think that voluntary arrangement may be very effective with regard to week-day labour?—It has been very effective in our particular district. But when you come to Manchester, voluntary arrangement falls through directly, Manchester being a large city, and particularly with regard to Sunday closing.

2548. But let us keep to week-day closing now, during the week-days, and not including Saturdays; I mean the first five days of the week; you say that in Manchester there would be difficulty in bringing about anything effective by voluntary action?—I do.

Mr. *Tennant*—continued.

2549. But yet in Stalybridge, Ashton-under-Lyne, and those places in your particular area that you are familiar with, you have an arrangement which is, you say, effective?—Yes, we have, and it works very well.

2550. Then why is it that you think that in Manchester it would not be so effective?—Because there are so many interests in Manchester, and in different districts their interest lies in different ways. For instance, in the centre of the city there is nobody who opens his shop late at night, or on Sunday at all; but in the outlying districts, in the working-class population part, they do open very much there.

2551. And there is a great demand, I suppose, for late hours; I mean that a great many people in the working-class districts cannot go and get shaved or shampooed early in the day?—That is so in the places where they reside; there is a demand for late hours, and in those districts, on a Sunday, it has been very often found, when the district has been canvassed, that there has been a great majority in favour of closing shops on Sunday, but one or two, or three or four, in a district have been able to upset the whole affair, that is with its being voluntary. But if we could get a clause inserted in this Bill, then we could compel them to close, it would have a much better effect. Of course we have tried the law of Charles II., but we have found great difficulty in getting magistrates to convict upon that law, because, as they say, it is almost obsolete.

2552. Then it comes to this: that in a big centre where there are a great many different interests, this voluntary system is practically a dead letter; you cannot work it?—That is so.

2553. Whereas in the district you know best it has been effective?—Yes.

2554. With regard to particular parts of districts, take a town like Manchester which, I understand, you know?—Yes, I do.

2555. Would it be easy to divide Manchester up into districts, or would you rather take a poll of all the people in Manchester and Salford, treating them as one district?—If we took a poll of the whole of the people of Manchester, treating them as one district, we should have a very great majority of people in favour of voluntary closing, if we took them all as one district and allowed the majority to rule.

2556. On the principle of this Bill, you mean to say?—Yes, we should have a great majority.

2557. But would it be possible to get such a poll; could you work it with the machinery?—Yes.

2558. By what machinery would you work it?—We should work it by the northern counties machinery, as far as we are concerned.

2559. The machinery of your society?—Yes; the machinery of our society.

2560. Would your society undertake to find out what the will of the majority of the people was?—Most decidedly we could do that; we have done it one or two occasions.

2561. In the districts that you are acquainted with

Mr. *Tennant*—continued.

with do the hairdressers carry on any other trade besides that of hairdressing?—Some of them.

2562. Some of them are tobacconists?—Yes.

2563. Or newsvendors?—Yes; tobacconists and newsvendors, and that class of people.

2564. Are you familiar with the Bill which is before the Committee?—I am not very familiar with the Bill.

2565. If you have got a copy of the Bill you will notice in the Schedule, on page 6, that tobacconists' shops and news agencies are excluded from the operation of the Bill?—Yes, I have noticed that.

2566. Can you give the Committee any idea how you would work at shops which carried on the business of hairdressing, and also was either a news agency or a tobacconist's shop?—I should say that the clause should read somewhat after this sort: that all hairdressers carrying on any other business should be obliged to close that business as well; because if you allow one business to be open and the other closed there is no doubt it would work in between. If they carried on hairdressing and tobacconist's business I would rather see that they should close both the hairdressing and the tobacconist's business. I think that would work better.

2567. Close them both?—Yes.

2568. In the event of any difficulty arising among the hairdressers in a particular district, that is to say, any doubt being cast upon the signatures, supposing you went by the signatures of the members of your trade, what would you do to prove it; how could you make it good, as it were?—If we were asked to get the signatures we should get them in the ordinary way, and I should think persons' signatures would be sufficient. I do not see how we could adopt any system of getting proof except by the person's signature.

2569. You think that your society would make itself responsible for those signatures, and would, in the event of any dispute arising upon them, give ample proof that they were genuine?—Most decidedly.

Dr. *Farquharson.*

2570. I suppose that the sale of perfumes and soap, and things of that sort, is a legitimate part of a hairdresser's business, and would not constitute itself another trade?—No, not as a rule.

2571. Mr. Tennant has been asking you about the difficulty if a hairdresser sold tobacco at the same time; but if a hairdresser sells perfumes or soap, that is a legitimate part of a hairdresser's business, and would not be considered as constituting another trade, would it?—No, I should not consider it as constituting another trade.

2572. An honourable Member suggests umbrellas. There is a pretty wide range of articles that they do sell, is there not?—Yes, there is.

2573. But you would consider it a legitimate part of a hairdresser's business, and it would not constitute itself another trade or occupation?—I should consider that umbrellas did constitute another trade; but perfumes and soaps, and brushes and combs, and things of that kind, I should think belong to the hairdresser's trade itself.

Dr. *Farquharson*—continued.

2574. You are the secretary for an association of hairdressers?—I am the chairman.

2575. Have you taken part in the trade yourself; have you been a hairdresser?—Yes, all my life.

2576. Where?—In Ashton-under-Lyne.

2577. You are still a hairdresser?—Yes, I am still.

2578. Are there a large number of hairdressers' shops in Ashton-under-Lyne?—In our society we have about 84.

2579. And they are pretty unanimous in supporting legislation on the lines of the Bill before the Committee?—They are.

2580. Do you consider that the public would be inconvenienced in their hairdressing arrangements by the earlier closing?—I do not; I consider that the greater part of the people that use hairdressing shops on Sunday morning are those people that devote Saturday night to drinking and debauchery, and one thing and another, and have not time to go to be shaved. I am speaking about Sunday now in particular.

2581. Is it about Sunday closing that you are giving evidence mostly?—Yes, it is about Sunday closing principally.

2582. You are not giving evidence about earlier closing on week-days?—No, not particularly.

Chairman.

2583. But you have stated, and we should like to get it quite clear, that you are in favour of the Bill generally, but that you wish for an amendment with reference to Sunday?—Most decidedly.

2584. Therefore you are giving evidence about week-days?—I am.

Dr. *Farquharson.*

2585. Then you are not of opinion that you and your fellow hairdressers would suffer professionally, or in your business, from this earlier closing?—No, I do not think so; not in our district in particular.

2586. But supposing that you shut up your hairdressers' shops and the chemists kept their shops open, people who wanted to buy perfumes instead of going to you would go to the chemists, would they not?—Yes, they might.

2587. And that might be a loss?—That might be a loss.

2588. But you would not mind facing that loss for the good of your fellow tradesmen?—That is the feeling of our society.

2589. I just want to ask you one more question, then, as you yourself are familiar with the conditions of life of the hairdressers and their assistants; do you consider that their health suffers from the long hours that they have to work at present?—Yes, I do. I consider that their health has suffered very materially in districts where they work very long hours; as I have told the Committee, from 80 to 90 hours per week.

2590. That is one reason why you want the earlier closing, that the health of the hairdressers' assistants suffers, and you want to relieve them from that; is that one reason why you

Dr. *Farquharson*—continued.

you want earlier closing, in order to obviate the danger to health that now arises from late hours?—Of course, I am not a medical man, and I would not like to say that distinctly. I know that there are people whose health has suffered.

Chairman.

2591. The honourable Member asked you whether your desire for earlier closing was, for one reason, because in your opinion the health of the assistants suffers?—Yes.

Dr. *Farquharson.*

2592. You told us just now that in your experience the health of the assistants in Ashton-under-Lyne in your trade suffers from the late hours?—I was speaking more generally then about Manchester. I told you that at Ashton-under-Lyne we have been successful in closing the shops and bringing the hours down to something like what this Bill says, 74 hours per week in our district; but in other districts that I am familiar with, especially Manchester, I know they work very long hours, and a lot of them have suffered in health through that, but not in our particular district.

Mr. *Lawson.*

2593. Does your association contain both shopkeepers and shop assistants?—Yes, we have both shopkeepers and shop assistants connected with the association.

2594. In what proportion could you say?—I could not give you the proportions.

2595. Does your association contain small shopkeepers who do not employ assistants?—Yes, a great many.

2596. At the present moment, of course, those men are able to protect themselves if they want to?—They could shut up the shops, certainly.

2597. You speak, do you not, for the barbers' trade generally, throughout the North?—Yes.

2598. Do you yourself own a shop of a large class?—I have two shops; I employ three assistants.

2599. What sort of people come to your shops to be shaved and have their hair cut?—Various kinds; we have a great many shopkeepers and shopkeepers' assistants, and we have one shop where a great many of the working classes come.

2600. Yours is not a working-class clientèle then?—One of them is.

2601. They come, I suppose, after their work is done in the factories and workshops?—Yes.

2602. What time would that be, in your own town?—From 5.30 to about 9; we close at 9, and we do not open on Sundays at all.

2603. Your trade particularly, of course, depends upon public convenience?—Yes, certainly.

2604. It would be utterly impossible for the working men to come during their hours of work?—Some of them. Some of them, of course, have an hour at dinner-time, and they take it, if they like, out of that.

2605. But if you want to be shaved, of course you must come yourself; you cannot send your wife?—Most decidedly not.

Mr. *Lawson*—continued.

2606. Therefore the work must be done in the working-class district after the factories are closed?—Yes.

2607. Should I be right in saying that very little work would be done before the factories are closed?—In some districts.

2608. So that in a district of that sort, although the shop might be open during the middle of the day, it would not be right to say that the people were engaged in actual labour?—It is so.

2609. In a shop of that sort the hours of labour would not be long, except for the fact that people might be forced to stay in the shop?—That is so; they are supposed to stay in the shop; of course, if they go away, they lose so much.

2610. Therefore, in those cases there can be no complaint of excessive exertion on the part of shopkeepers?—Not in those cases.

2611. And that would include the working-class districts of the north?—Yes.

2612. Would it not be an inconvenience to working people if they were unable to go at their ordinary time, after having had tea, we will say, to be shaved, or have their hair cut?—It would be, if the shops were closed very early, it would be a very great inconvenience.

2613. As early, for example, as six?—As early as six, that would not do.

2614. Or seven o'clock?—The shops in the working-class district require to be open later than that.

2615. Yet, of course, you are aware that under this Bill a town, or even London, is treated as a whole, and therefore, supposing the local authority so determined, their order would apply to the New Cut or to Grosvenor-square, and to anywhere else in the West End?—I do not think that would be workable.

2616. Then you would not be in favour of adopting one hour of closing for the whole of your trade over a locality, irrespective of the character of the different districts?—I should not.

2617. With regard to the Sunday closing of your shops, of course that comes under the Act of Charles II.?—Yes, we have been able, in some instances, to get convictions under that Act, but we have not upon all occasions; the magistrates refuse.

2618. But the Act is on the Statute Book?—Yes.

2619. It is a mere matter of its being enforced by the magisterial and judicial authorities?—Yes.

2620. The Act of Charles II. prohibits any trade being carried on on Sunday where money passes, is not that so?—No; one part of it says this (and we have been many times defeated upon it), that a person must not follow his legitimate occupation on Sunday; so that if a man works in a factory during the week, and then on a Sunday he comes to shave, he follows the occupation of shaving on Sunday, and the magistrates have no power to fine that man.

2621. But in the case of a regular barber's or a hairdresser's shop, provided that the same people were employed and the ordinary course of business was followed, you have the power of obtaining a conviction, if the magistrates so choose,

Mr. *Lawson*—continued.

choose, under the present Act, have you not?—Yes, we have done so.

2622. My point is, with regard to that, that the Act is on the Statute Book, and the question has, I believe, gone to a Committee of the House of Lords whether it should be modified; but you do not require anything more than you have got, I suppose?—Yes, we do.

2623. What more do you require in that respect?—We require power to close the shops on Sunday, hairdressers' shops in particular.

2624. But they cannot be open legally?—But they are opened.

2625. Then you or anybody else can, and I believe some bodies have, prosecuted?—Yes, but it has been so unsatisfactory to get a conviction that it has really made the Act almost a dead letter.

2626. Are you not of opinion that that is due to the fact that people generally think the Act somewhat antiquated, and that it is unfair to press too hardly upon business men?—Magistrates have taken that view.

2627. That is not a matter of statute; that is a matter of public opinion?—Magistrates have taken that view.

2628. And that is the complaint you have to make then, that magistrates have taken too lenient a view of the provisions of the existing law?—Yes, that is our complaint.

Chairman.

2629. The fine is limited to 2*s.* 6*d.*, is it not, under the existing law?—The fine is limited to 2*s.* 6*d.*

2630. And that you find quite inoperative?—That we find quite inoperative.

Mr. *Lawson.*

2631. Because the magistrates will not convict?—They have convicted.

2632. But in some cases you say they will not convict?—In some cases they will not convict.

2633. To revert for one moment, did you say you were in favour of treating Manchester as a whole?—No.

2634. You are in favour of treating places district by district?—Yes.

2635. And making a different provision according to the wants of the population?—Most decidedly.

2636. Would you be in favour then of giving the municipality which deals with the whole area the power of deciding?—No, I am speaking about Sunday closing now. You have taken me from one to the other.

2637. When you ask me if I am in favour of whole districts for Sunday closing, then I am in favour of it, but not for the general closing during the week.

2638. But the Act of Charles II. applies to the whole country?—It does.

2639. It is the absolute law, it is not a question of the local authority enforcing it, but it stands upon the Statute Book the same for all parts of the kingdom?—Yes.

2640. Then can you have anything stronger than that?—Yes; because, as I say, it is obsolete, and we find great difficulty in getting it put into force.

Mr. *Lawson*—continued.

2641. That is because magistrates do not wish to put it into force; but in any case, whatever the statute, if the authorities did not enforce it, it would be of no effect; that is so, is it not?—Yes.

2642. I want to take you to the general question of the Bill as it refers to week-days. Would you be in favour of giving the authority which dealt with a great area such as Manchester or, still more, London, with different districts, and a population of a different character in each, the power of enforcing this Act absolutely?—No, I do not think that would be workable.

2643. What would you propose, then?—I should propose to give it to the different districts, and allow the authorities of those districts to judge.

2644. But where you have a corporation for the whole of a city or a county, would you give the power to them in that case?—I think they would be the best people to judge; they would have representatives from the whole of the districts.

2645. Supposing that what you propose were carried out, and that a different hour were fixed in one district as against another, I suppose the effect would be to force the people who wanted to be shaved or have their hair cut after a certain hour, to go from one district to another for the purpose?—In certain districts, of course, there is no call or no desire for having the shops open to a late hour.

2646. They close now, do they?—They do.

2647. Then, what more do you want. If you say they close now in what people call the better class districts, the well-to-do districts, at an early hour, and at the other districts they are only kept open for the convenience of the people, and must be kept open, what change is necessary?—As I told you, in the first instance, I am here to speak more particularly about Sunday closing.

Mr. *Cameron Corbett.*

2648. Most of the members of your association are shopkeepers, are they not; are the majority shopkeepers rather than assistants?—The majority are shopkeepers rather than assistants.

2649. Then you say that you have a great many small shopkeepers in the association?—Yes.

2650. Do you find that the small shopkeepers are in favour of legislation for compulsory closing?—Yes, a majority of them.

2651. You have had experience of the working class trade; would it be your impression that the working classes would be greatly inconvenienced supposing that such an hour was fixed as the majority of shopkeepers in the district would wish for?—I should like that question more definite.

2652. What I mean is this: supposing that we gave power to the shopkeepers in a particular district to close at a particular hour where there was a two-thirds majority, is it your opinion that all the shopkeepers would close at such an hour as would cause

Mr. *Cameron Corbett*—continued.

cause the working class inconvenience?—No, they would lose the trade if they did.

2653. Do you think then that the working class would not suffer any inconvenience from this power being general to the trades?—They would not suffer.

2654. When do you find that the majority of factories close in your neighbourhood; when do the working men get away from their work?—From about 5 to 5.30 on ordinary days, and from about 12.30 to 1 on Saturdays.

2655. So that you do not think there is any necessity for stopping the barbers' work at such an hour as 9 in the evening?—I think that the majority of barbers would close at 9 in the evening.

2656. Then, in fact, you do not think it is necessary for the working classes' convenience that they should shop as late as they do at present in some neighbourhoods?—I do not.

2657. It is really a matter of thoughtlessness on their part rather than of necessity, their going on so late, would you say?—It is so; I have known people go away into the country and come back at a very late hour and expect to be attended to.

2658-9. Would you attribute the failure of the present Sunday closing legislation to the fact that there can only be a fine of 2*s.* 6*d.*?—That has to do with it, but in some cases I have known people pay the fine and go on again.

2660. That is to say they really earn more by keeping open on Sunday than would pay the 2*s.* 6*d.*?——

2661. So that the general opinion has come to be, among the magistrates and others, that the present Sunday Closing Act is an unworkable measure?—Yes.

2662. I understand your answer to my question to embody really your final impressions, having thought over the matter here?—Yes.

Mr. *Frye.*

2663. What number of hours do you work in your business on Sundays?—I do not work our business at all on Sundays; but the general body commences at about seven or eight o'clock in the morning and works until about one, those that do open on Sundays.

2664. Then there is no occasion really to open your business on a week day very early, is there?—We open at eight in the morning.

2665. Do you begin business as early as that?—Yes.

2666. And you close at what time?—Nine o'clock at night, excepting Saturday, when we close at 11.

2667. Then those would be smaller shops where there would be very few assistants engaged, I suppose?—Those would keep open later, that class of shop.

2668. Then the larger shops, where there are a great number of assistants employed, close much earlier?—Yes.

Mr. *Diamond.*

2669. You were asked, as to small tradesmen, whether they could not protect themselves by closing when they liked if they desired to do so; but, of course, 10 or 12 might close and one or two keep open in a district?—That is so.

Mr. *Diamond*—continued.

2670. And that would constitute in your mind a hardship and a necessity for something being done to make the two or three people conform to the general desire of the rest of the tradesmen; is that so?—That is so, with regard to Sunday in particular. As I said before, the very great majority of them do close on Sunday; but it is just the few in certain districts that keep open that cause the others to have to keep open to keep the trade; because if they go to them on Sunday they go to them on Monday and Tuesday and during the week, that is what they say.

2671. At present, I suppose, in all large towns there is much earlier closing in certain districts than in others?—Yes, at present.

2672. You were asked as to whether or not, if this Bill become law, and one district were closed early and another closed later, that would not send people from the one district to the other; but where that is done at present by voluntary arrangement, as it were, you do not see that there would be grave difference if it were to be done by law; the effect would be practically the same, would it not?—Most decidedly. In some districts of Manchester they close at 7 at night, and in other districts they do not close until 9 or 10 o'clock.

2673. You speak more particularly for Ashton-under-Lyne, I understand?—Yes, and Manchester as well.

2674. Could you say whether or not that sends everybody who wants to be shaved from one district where the shops are closed to another district where the shops are open?—No, because people leave those districts where the shops are closed early, and there is no one there to do business with.

2675. That is to say, the shops are closed because there is no necessity for their being open?—Yes.

2676. In regard to the areas, do you see any good reason why in a large town, say with eight or nine wards, and each of those wards being polled, and the tradesmen arriving at the hours which they believe will be suitable for themselves and their customers, the town council, as representing the whole of the district, should not be empowered to fix the hours for each area in accordance with the desire of the tradesmen living in that area?—I have already said so.

2677. You see no objection to that?—No, I see no objection to that.

2678. You would see no objection to the Corporation of Manchester, the Manchester town council, enforcing different hours in different districts where the people decided to close at a certain time, but those times varying?—Certainly not.

2679. Do you think that in many districts there are much longer hours worked now than are at all necessary?—Yes, particularly on a Sunday. I do not think it is necessary to have that Sunday labour myself at all.

2680. How about Saturday nights?—They require to work later on Saturday nights, say to 11 o'clock.

2681. What is the present hour of closing, say,

Mr. *Diamond*—continued.

say, in your district on Saturday night?—Eleven o'clock.

2682. You think 11 o'clock would still be necessary under this Bill?—Yes, on Saturday night I do; but you must bear in mind that we close at 1 on a Tuesday.

2683. You have a half holiday?—Yes, and we counteract it by that. But it is necessary to keep the shops open until 11 on Saturday night in our district.

2684. As a tradesman yourself, and studying the interests of the public, do you think that anybody would be injured, either large tradesmen or small tradesmen, or the public inconvenienced seriously, by such hours as might be enforced under this Bill if it were passed into law?—As I understand the Bill, it gives shopkeepers 74 hours a week; and if it is so I do not think so.

2685. You would allow the shopkeepers to determine their own time for opening and closing?—Yes, in certain districts. For instance, if we keep open on Saturday night till 11, if we have half a day on Tuesday, we think we are counteracting that by giving the assistants the half day.

2686. And you think that as much as can be done has been done by the voluntary effort; or do you think that anything more can be done to shorten the hours or stop Sunday opening by voluntary effort without the aid of an Act of Parliament?—On Sunday I do not think so; but during the week, in our district, we have been able to regulate the matter very nicely, and so that we can work comfortably all round and without suffering from ill-health or anything else; but in districts where the Sunday opening is practised I think it is a great hardship, both to the assistants and small shopkeepers.

2687. Then I understand your answer to be this: that you are satisfied with the hours as they exist at present during the week; is that so?—So far as we are concerned, yes.

2688. But your difficulty is with the Sunday opening?—Yes.

Mr. *Baldwin.*

2689. In your district, as I understand it, a half holiday in the week is now general?—Yes.

2690. That is in all trades?—Except butchers, tobacconists, and confectioners.

2691. Then what you chiefly want now is legislation to make closing on Sundays compulsory?—Yes.

2692. Would you, then, make it impossible for a man to come to you to be shaved on Sunday morning?—Yes.

2693. I was rather struck by an answer which you gave, and I should like to know whether it is your deliberate opinion that working men who come to be shaved on Sunday morning have spent the Saturday night in drinking and debauchery. Is that your deliberate opinion?—I said the great majority of them. I do not say all of them.

2694. Have you any ironworks in your district of Ashton-under-Lyne?—Yes.

2695. How about the bricklayers who come on on Saturday night to work all night; when would they get shaved if there was not a shop open for them on Sunday morning?—They generally find time in the dinner-hour, or before they go to work.

Mr. *Baldwin*—continued.

2696. Still, they work all Saturday night to repair the furnaces, do they not?—Yes.

2697. Surely they might want to be shaved on Sunday morning?—In our district I do not think they can get shaved on Sunday; they have to make prior arrangements.

2698. Your experience is in the north of England entirely, is it not?—Yes.

2699. And in the towns?—Yes.

2700. You know nothing of country districts, I take it, at all?—Yes, I do know something; but I have not any practical experience of the country. I know something through being Chairman of the Northern Counties Hairdressers' Federation; we have a good many country hairdressers among our members.

2701. In the small towns?—Yes; I do know something of their work.

2702. And are their views the same as yours?—Yes.

Sir *Blundell Maple.*

2703. You find that the hours of closing on every week day are satisfactory in your neighbourhood?—Yes.

2704. And it is particularly in regard to Sunday work that you wish to have an alteration made in the Bill?—Yes.

2705. Now, as regards Sunday work, if you close the shops would you pass any rule to prevent your assistants going out and shaving people and cutting their hair on Sunday?—Yes; I should take it that if the shop is closed the assistants would not be allowed to do so, excepting that you could not regulate what they should do themselves; but I mean directly from the shop. If they went on their own account that would be the assistants' own look out; you cannot regulate them like that. You can say that they shall take no orders from the shop direct; but I would not prevent them from doing it for themselves.

2706. Then supposing your men started shaving and cutting hair at the corner of the street, what would you do about that?—I should have something to say to them about that.

2707. As regards this particular Bill, have you ever read this Bill through clearly?—I have read the Bill through.

2708. Are you quite sure you have?—Yes, I have.

2709. Then why do you say that this Bill limits the hours of labour to 74 hours per week; there is not a word about hours in it?—That is as I understand the Bill.

2710. But if you have studied the Bill there is not a word about 74 hours; are you not confounding this Bill with the Shop Hours Regulation Act, which applies to young people under 18 years of age?—Perhaps I am; if that is the case, the Bill I have read is the Shop Hours Regulation Act.

2711. And not this Bill?—No.

2712. And you told the Committee at the commencement of your evidence that you had the opinion of all the different associations and trades councils as regards this Bill?—I told the Committee that I had the opinion of all the

Sir *Blundell Maple*—continued.

associations and trades councils with regard to the clause that we wanted inserted in the Bill.

2713. You wanted a clause inserted in the Bill?—Yes.

2714. May I ask you for your clause; will you read it?—It says here: "The aforesaid Bill may be so altered or amended as to give powers to local authorities to order the closing all day on Sundays of all the shops in any trade within the district under their authority, upon petition to the said local authorities of two-thirds of a majority of the trade concerned."

Mr. *Frye.*

2715. Public-houses as well?—No, we do not interfere with public-houses; "shops" it says.

Sir *Blundell Maple.*

2716. And that is what was submitted to these trades councils?—Yes.

2717. And not this Bill?—Not that Bill; this is our clause that we ask you to insert in that Bill.

Chairman.

2718. But you sent me a paper in which it was distinctly the reverse, that they were in favour of the Bill, and they wished a clause put in about Sunday; that is the paper your secretary sent me?—That is unknown to me. This is the resolution I have had.

2719. Just let me look at that, please?—Yes (*handing in a paper*).

2720. This paper says: "Resolved, that this general meeting of the above do desire to express their most hearty approval and sincere sympathy towards Sir John Lubbock's Early Closing Bill." That is the Bill now before the Committee; and then they go on to pray that the Bill may be extended to Sunday; that is in that paper you have in your hand?—Yes.

2721. Surely that is an emphatic approval of and sympathy with this Bill?—Yes.

Sir *Blundell Maple.*

2722. I will just go over the point again. You say you have not read this Bill yourself, and you do not understand it, not the details of it; it is the Shop Hours Regulation Act that you know?—Yes, I say so now.

2723. And you are aware, and your society is aware, that there was an Early Closing Bill before the House of Commons and before this Committee, and you wished to have that clause inserted in that Bill; is that the fact?—Yes, that is the fact, that there was a Bill before the House of Commons, and we wanted to have that clause inserted in that Bill.

2724. But the whole details of this Bill you do not know?—I do not personally.

Chairman.

2725. The Bill to which that resolution refers is the Bill now before the House of Commons?—Yes; and that is what our resolution has been worked upon.

2726. What did you tell us were the hours in your own district of shops generally?—Seventy-four hours per week.

Chairman—continued.

2727. At what time do they generally open?—Eight o'clock a.m.

2728. And at what time do they generally close?—Nine o'clock.

2729. That would make more than 74 hours?—But we close at one o'clock on Tuesdays.

2730. Then on Saturdays you keep open till 11 p.m.?—Yes.

2731. Do you not think those hours are rather long?—We give our assistants an hour out of the time for dinner, and half-an-hour for tea, and that sort of thing; and in our district I do not think we should work with much less hours than those.

2732. But in the other districts round you the hours are longer?—Yes, in the outside districts.

2733. And you think they might be shortened with advantage?—Yes.

2734. And without having gone into the details of this Bill your association thinks that it would do something towards removing the evils at present existing?—I suppose our secretary has gone into the details of the Bill. I should think he has.

2735. But that resolution was issued by your society?—Yes.

2736. Then we may take it that your association approves generally of the Bill, with the addition about Sunday?—Yes.

Mr. *Tennant.*

2737. I am afraid I have misunderstood you to mean that you were in favour of taking Manchester, when we were talking about Manchester, as a whole?—I say now that if Manchester was taken as a whole it would have to be left to the discretion of the town council as to what part of it should be open at certain hours. The town council I should think would be the most fit and proper persons to understand that.

2738. But that is not quite my point. I want to know whether you are in favour of finding out the feeling of the people of Manchester as a whole, or rather of taking them district by district?—I do not think I am a fit and proper person to say. I think the town council is more fit than me considerably.

2739. Then you would leave it in the discretion of the local authorities?—Yes; most decidedly.

2740. Does that remark of yours apply generally to all big towns?—Yes.

2741. Then surely that might be open to some difficulties. Take a place like London, for instance: Supposing that the inhabitants who carried on the business of barbers and hairdressers in a parish like St. Margaret, Westminster, agreed upon a certain time to close on weekdays, and those in the neighbouring parish agreed upon a different time to close, is the local authority to constitute itself the judge as to whether they will shut up the shops in that area as one or in that area as two?—I should think the best people to know are the local authorities, the people that have the power invested in them.

2742. It is to be at their discretion, is it?—Yes.

2743. I notice

Sir *Blundell Maple.*

2743. I notice that you said, with regard to the Charles II., the Sunday Closing Act, that the fine was 2*s.* 6*d.*?—2*s.* 6*d.*

2744. I see it is 5*s.*, and that shops are only allowed to be open for works of necessity and charity?—Yes.

2745. And shaving, I suppose, is considered, therefore, a necessity?—It has been ruled so, and it has been ruled the opposite.

2746. Would you mind your hairdressers' shops being opened for a couple of hours in the morning?—I do not think there is any necessity for it.

2747. You would like people to go dirty all day on Sunday?—No.

2748. Those people who cannot shave themselves, I mean?—They can be shaved on Saturday.

2749. Then they would have to be dirty on Sunday?—I do not know that.

Chairman.

2750. Are they generally shaved every day, do you consider?—There are people who are shaved every day.

Sir *Blundell Maple.*

2751. And some people twice a day, are there not?—Yes.

2752. And of necessity?—Yes, I suppose so.

2753. But do you think it would be more agreeable to hairdressers that they might arrange to be open, say to 10 on Sunday morning and then close. Would not that be more advantageous, taking the whole of the hair-dressing trade together?—No, I do not think it would.

2754. Then you would have these hairdressers' assistants going and visiting people at their homes, whereas if you had the shops open a good many of those people would be shaved by attending the shops, and so save a waste of the time of the assistants in going to different people's houses?—I do not know that that is done to any very great extent.

2755. But if you shut the shop entirely I was contending that you would encourage that; and if you had even one assistant in the shop shaving people he would do more work than perhaps four assistants walking about the streets going to different people, calling upon people and shaving them; would not that be so?—Yes; but we object to the opening of the shops altogether on the Sunday, because we do not think it is necessary, and it has been proved beyond doubt that it is not necessary. There are a great many shops in our district that do without it, and there is no real necessity for it, there is no call for it, there is no demand for it. They principally get shaved on the Saturday and some of them late at night.

2756. Then, in fact, you would prevent any man from being shaved on Sunday, even at his private house or at a shop?—I do not think it would be so.

Mr. *Frye.*

2757. I understand that you do not complain of excessive hours on the week days?—Not so far as we are concerned.

2758. But you complain of Sunday trading?—Yes.

2759. And you object to that?—Yes.

Mr. *Diamond.*

2760. In the poor districts at present I understand you to say there are no hairdressers' shops open?—Not on Sunday.

2761. And nobody makes any demand for having the shops open?—No.

2762. Is it a fact that in these districts the assistants go out on Sunday morning to the houses of people to shave them?—Not to my knowledge.

2763. That is not without your experience?—No.

2764. And the thing works well enough both for the tradespeople and the public?—Yes.

Mr. *Cameron Corbett.*

2765. Then while in your own district you do not consider that the hours on ordinary days are excessive, there are districts that you know of where the hours are excessive?—Yes.

2766. In Manchester in particular?—Yes, in Manchester in particular.

Mr. *Frye.*

2767. Are the hours in Manchester longer than your hours?—Yes, much longer.

Mr. JOHN GRIFFIN BEAUMONT, called in; and Examined.

Chairman.

2768. I BELIEVE you are Honorary Secretary of the Birmingham Early Closing Association?—I am.

2769. Will you tell the Committee what are the usual hours of labour in Birmingham for shops?—In the large central shops the hours are about from 70 to 80, but in the suburbs they run to 90 hours in the week, and even 95. But, speaking generally, they are from 80 to 90 in the suburbs and from 70 to 80 in the centre.

2770. Have you any hopes of being able to diminish those hours by voluntary action?—None whatever.

2771. I understand that you have almost abandoned any voluntary action in the matter?—Yes, we have. The association has been working for many years with practically no result, except a little in the matter of the weekly half-holiday.

2772. And there is no tendency at present to shortening the hours?—There is a strong public sympathy with the movement, and a tendency on the part of the employers; but at the present time we are at the mercy of the minority.

2773. There is a general desire for earlier closing?—A very general desire.

2774. But that desire is defeated by a small minority?

Chairman—continued.

minority?—Yes, it is defeated by a small minority.

2775. Is your association in favour of legislation under those circumstances?—Yes; our association is in favour of this Bill.

2776. Your association is in favour of the Bill now before this Committee?—Yes.

2777. Have you any suggestions, with reference to the Bill, that you wish to bring before the Committee?—I have no suggestions to offer on the part of the association. Personally I think the Bill would be improved by the clause, Section 7, I believe it is, which provides for the Act to be revoked by one-third being altered to two-thirds; but my committee make no recommendation, they are satisfied with the Bill as presented.

2778. I think in 1892 there was a large meeting held in Birmingham in favour of legislation in the direction of early closing?—There was a large meeting held in 1892 attended by over 3,000 people. The mayor took the chair, and we had four or five of our local members of Parliament present; and a resolution in favour of legislation was carried without a dissentient.

2779. Is it your opinion that the shopkeepers in Birmingham generally would be in favour of legislation of this character?—The canvasses of the association show that.

2780. Can you give us any details as to the canvassing that you have had?—I can give you the approximate result. In the grocery trade 2 per cent. only are against legislation; and we could shorten the hours in the grocery trade in Birmingham 15 per cent. on the whole of the present working hours if we were able to protect ourselves by legislative enforcement.

2781. Could you tell the Committee what are the hours in that particular trade?—From 7.30 a.m. to 8.30 p.m. on the average, and in some of the suburbs they run to 9.30 and 10 at night; and on Saturday to midnight.

Mr. *Frye.*

2782. Are they open to 9.30 and 10 o'clock every night?—Yes.

2783. At what time do they open in the morning?—At 7.30.

Chairman.

2784. As regards the half-holiday, in what position does that stand in Birmingham?—In Birmingham, after all our agitation and effort, we have only roughly about one shop in eight that has adopted the half-holiday. Although the very strongest feeling in favour of it exists, we are simply at the mercy of the small minority and cannot make any effective mutual arrangement.

2785. Do you think that if there could be such an arrangement as is contemplated under the Bill the half-holiday would become general?—Yes, I am pretty certain of that.

2786. Then in fact you believe that the general feeling in Birmingham is strongly in favour of shorter hours, and that this Bill is a step in that direction?—It is so. We have no evidence whatever of any opposition to the Bill, that is the strong point in its favour. Although we have been advocating it in the periodical that we publish and have called many meetings in support of it for years, I am not acquainted with any opposition whatever being offered to the legislative proposals.

Chairman—continued.

2787. Do you think that the shopkeepers generally are aware of the general proposal of the Bill, and if there were any real opposition it would have made itself heard?—Yes, quite so.

Mr. *Baldwin.*

2788. These are extraordinarily long hours that you have just spoken to in Birmingham, are they not, from 7.30 a.m. to 10.30 p.m.?—I did not say 10.30; I said to 9.30 and 10 in the extreme suburbs.

2789. But that only applies, I take it, to the small districts in Birmingham; it does not apply to the centre of Birmingham, does it?—I said that in the centre of Birmingham the hours run to 8.30, but in the suburbs the hours vary to 10. I should say that the average closing hour in all the shops in the suburbs is 9.30.

2790. Is there any reason that you can give why the closing time should be so much later in the suburbs than in the city?—The only reason is that the suburban shops are nearer the dwelling houses, and the public, from thoughtlessness, say, "These shops are open, and we can pop in just before they close," and, consequently, there is very little trade done proportionately during the day-time to what is done at night.

2791. I suppose that partially that would arise from the people being in Birmingham in the day-time, and living out of Birmingham, and wanting to do their shopping when they come home?—No, I do not think so at all, because those in the town would be the men, and the bulk of the shopping is done by the ladies.

2792. I think you said that in Birmingham there is no recognised half-holiday?—I said that the half-holiday was adopted only in one shop in eight; there is no general half-holiday.

Mr. *Diamond.*

2793. Your experience is that 2 per cent., as you say, of the grocery trade were opposed to legislation?—Two per cent. of the grocery trade.

2794. And the position is that those two out of the 100 are practically able at present to keep all the assistants in all the shops and all the tradesmen, the other 98, open for many hours a week longer than they would be if they had their own way?—Exactly.

2795. You would think, I suppose, that if there is to be a little compulsion it is more desirable that two people should be compelled to fall in with the wishes of 98, than that 98 should be compelled to fall in with the wishes of two?—Yes.

2796. Do you think that the public would be grievously inconvenienced if the hours were shortened?—I think not; I am in touch with the public as an employer, and I believe that the same amount of business could be done with equal efficiency in far shorter hours.

2797. Then you are an employer?—Yes, I am an employer.

2798. And the association that you are connected with consists of employers as well as assistants?

Mr. *Diamond*—continued.

assistants?—Yes, we recognise that it is a mutual work.

2799. You do not speak, then, specially on behalf of the assistants?—No, I speak on behalf of the association, representing employers and assistants; and I am an employer.

2800. And naturally, I suppose, the employers for whom you speak, and you yourself as an employer, would not be in favour of curtailing the hours to such an extent as either to interfere with your own trade or gravely to inconvenience your customers?—Certainly not.

2801. In regard to the matter of areas, you heard the previous witness, I suppose?—Yes.

2802. Birmingham is divided into a number of municipal wards, and in some of those wards, I suppose, different hours might be adopted by the tradesmen?—I think that, as a whole, Birmingham should be considered as one area.

2803. That is to say that you would be in favour of taking the votes of all the grocers in Birmingham?—I would be in favour of taking the votes of all the grocers in Birmingham, and of all trades. I am opposed to dividing up Birmingham into areas, and fixing hours for one district which may not be accepted in another, and thereby injuring trade.

2804. What I want to get out from you is this: you have told us that in certain suburbs the hours are longer than in the centre of the town; do you think then that the hour, say of eight o'clock, could be applied with equal convenience to the centre of the town, where they close early at present, and to the suburbs where they keep open late?—Yes; we merely wish to bring the suburbs up to the level of the centre; we think, with this Bill, we could at once cut off the excessive hours in the suburbs, and bring them at least to the hours which are prevalent in the centre.

2805. The hours in the centre of the town at present are very long?—Yes, but we could do that at the least. We should aim at a curtailment in the centre, and I have no doubt that we could carry that; we could reduce the hours in the centre by an hour a night and make the weekly half-holiday general.

2806. That is your opinion as a trader?—That is my opinion as a trader.

2807. Do you think that small shops would suffer by an arrangement of that description?—I do not. We find no opposition from the small shops whatever; they are as much in sympathy with the Bill as the large shops.

2808. You have canvassed the small shopkeepers, have you?—We have canvassed the small shopkeepers in some trades, and we know the opinion through our meetings of shopkeepers in other trades.

2809. And you do not find that the small shopkeeper is opposed to this legislation?—Not at all; he is quite as anxious to have his shop closed as the larger shopkeeper.

2810. Are you aware that the small tradesman is an object of solicitude to many people who oppose this Bill?—Yes.

2811. And you find amongst the tradesmen themselves that they are quite willing to accept the legislation if it is adopted by Parliament?—Yes, quite so.

Mr. *Frye*.

2812. With regard to the small traders, do you not think that if they were compelled to close their shops at the same time as the larger traders, all their trade would be driven into the larger shops?—Not at all, because these small shops depend for their trade upon quite a different class of customers to those who patronise the larger shops.

2813. I did not know what particular business yours is?—I am in the drapery business.

2814. There is a very important grocers' association, I understand, in Birmingham, is there not?—Yes, the Grocers' Association.

2815. Do you know whether they have considered this Bill?—They have not considered this present Bill, but they passed a resolution in favour of the old Bill, which was more drastic; and the Grocers' Federation a few years ago passed a resolution approving of legislation. But the President of the Birmingham Grocers' Association is one of our Vice-Presidents, and he has expressed his strong approval of the details of this Bill.

2816. But they have not considered the Bill as a body?—I am not aware that they have.

2817. In the centre of Birmingham of course the shops close much earlier in the better part?—No, not so much as in other towns; the hours are later in the centre than they are in many towns.

2818. What would be the average hours in the grocery trade throughout Birmingham?—Taking the suburbs and the centre the average would be about 13 hours a day; and in some places we have a half-holiday, but only in a few.

2819. Then are there in Birmingham a large number of people who sell beer for people to consume in their own houses?—Yes.

2820. Would you allow those traders to be exempt, the same as public-houses?—I think as they compete with the public-houses, they might be exempted; for the hours of public-houses are already regulated.

2821. You mean that you would exempt them so far as their trade in beer is concerned?—Only as regards the beer, on the same principle that a post office is now closed at eight, although the postmaster may be a chemist and keep his shop open another two hours afterwards.

2822. I think you said that, in your opinion, the voluntary movement had made little or no progress at all?—No progress whatever as a whole; what we have gained in one district we have lost in another.

Mr. *Cameron Corbett*.

2823. In your association are the majority of the members employers or assistants?—I should say that they are about equally proportioned. I could not state straight off. Anyhow the employers are the most active workers.

2824. You were asked as to whether the keeping open of shops late in the suburbs was owing to people returning from Birmingham. I suppose your impression would be that the people returned from Birmingham at a very much earlier hour?—Yes. I do not think that the late shopping in the suburbs is consequent upon that in any way; it is simply due to the fact that the shops are open, and to people's thoughtlessness

Mr. *Cameron Corbett*—continued.

thoughtlessness in the matter. The shops are open, not because the employers wish to keep open, but because one man opens, and the custom becomes law.

2825. Then as to the meeting held in Birmingham in 1888 or 1889; I understand there was a meeting held then; that was largely a shopkeepers' meeting, was it?—It was held in 1887; 300 employers were present, and a resolution in favour of the old drastic Bill was moved by Mr. Stacey, the Secretary of the London Association, seconded by Councillor Jarvis, the President of the Grocers' Association, and carried unanimously in that meeting of employers only.

2826. So that that would be as good an expression of the opinion of employers as one could possibly have in Birmingham?—I think so.

2827. Have you any information as to the effect of long hours upon the health of the assistants?—I have recently elicited from some well-known medical men in Birmingham their opinion on the physical effects of long hours of employment for publication in the "Birmingham and District Early Closing Record," and their statements are really a strong indictment of the tradesmen who open for such prolonged hours. I have taken the three best-known names throughout the country, Sir James Sawyer, Dr. Lawson Tait, the eminent ladies' physician, and Dr. Jordan Lloyd. I may read one striking sentence from Dr. Lawson Tait's evidence. He says:—"I have seen many a young woman whose epitaph ought to have been 'died from daily torture, 8 a.m. to 10 p.m.'" I think he would be admitted to be the most eminent ladies' doctor in the country; and yet those hours are prevalent in many cases in Birmingham.

Mr. *Lawson.*

2828. Can you tell me why Birmingham is so peculiarly backward in respect to the weekly half-holiday?—Because, unfortunately, the men who are opposed to early closing are distributed over various areas, and when we tackle a district we find just one man in that district who stops the movement in each case. There is not a single district in Birmingham in which there is absolute unanimity in any trade.

2829. Are you aware that one of these early closing associations issues a small report showing that the great bulk of the towns of the country have now a weekly half-holiday?—Yes.

2830. Therefore Birmingham is more or less in an exceptional position with regard to that?—Yes, we are behind in the movement, although there is as strong a feeling in favour of it as in any town in England.

2831. Does not that show a want of energy on the part of those who are conducting the movement?—No, not of necessity. It shows that voluntary action is an absolute failure.

2832. You, yourself, are an employer; can you tell me how many hours your shop is open?—From 8.30 in the morning to 8.30 at night, and 11.30 on Saturday. We close at two on Wednesdays and leave the bulk of our neighbours open. Our hours every night are practically an hour less than everyone else in the district.

Mr. *Lawson*—continued.

2833. Do you suffer in your trade from the half-holiday?—What we may lose in trade we make up for in health and happiness.

2834. Are you in the centre of the town?—No, in the suburbs.

2835. In the suburban shops is much business done in the middle hours of the day?—A fair amount, not a lot. It is about one-third of the day's turn-over.

2836. I suppose there is more and more a disposition on the part of the working classes to live in the suburbs?—Yes, there are practically no dwelling houses in the centre of Birmingham.

2837. But I mean they go further and further afield?—They go further afield, and as you get further out the hours are later.

2838. In those districts is it the case that the working men cannot shop and do not shop in the middle of the day?—No, I think in many cases they could shop in the middle hours of the day, and all those that could not could shop between 6.30 and 7.30 in the evening; and if this Bill were carried, and we obtained the requisite number of signatures for a 7.30 p.m. closing (and I do not anticipate that we should ask anything more) of all shops or any particular set of shops, I do not think as a trader that trade would suffer in consequence. And you may rely upon it that we traders will look after our own interests that far.

2839. Is it not the case, from what you say, that the great bulk of the people who live in the working-class suburban districts would be employed in the central part of the town in the middle of the day, and are unable to use your shops?—No; many of the factories in Birmingham are not central, but suburban.

2840. Then the situation is peculiar to that extent?—Yes.

2841. The men are employed near where they live?—The men are employed near where they live; all the large industries are carried on in the suburbs, and the people live close to their factories.

2842. Do you think that this Bill would injure the small shopkeeper?—I do not, because the small shopkeeper is dependent for his trade upon his own peculiar class of customers.

2843. But is it not said to be the tendency more and more to divert trade from small shops to large establishments; and therefore would not this accelerate that tendency?—That is the tendency, but I do not think that the Act would accelerate it; I think that is one of the things that would work itself all right.

2844. Is it not the fact that the small shopkeepers are the people that keep open latest?—It is the small shopkeepers who are most anxious for legislation. They say that they are compelled to keep open because their neighbours are open, that they never have time to themselves, and that their working expenses are increased by the late hours. They are the people who are in favour of the measure.

2845. They do not employ assistants?—No, they do not employ assistants.

2846. I suppose that in hardly any case, even where there was one assistant, it would be a woman?—The average number of assistants in our

Mr. *Lawson*—continued.

our own district employed would be, perhaps, three. We employ 20.

2847. But then these people want simply to be protected against themselves?—No, they want to have the power to assert their own right to close their shops at a reasonable time.

2848. They have the right now?—Yes, they have the right now; but the keenness of competition prevents them from exercising their right.

Chairman.

2849. They want to be protected from one another?—They want to be protected from one another.

Mr. *Lawson.*

2850. And the small shopkeepers are not afraid that they will be injured by the trade being transferred to your big shops?—No, they are not afraid.

2851. At the same time the active movers are probably the people interested in the big shops?—No, we have a considerable number of small shopkeepers who are working in connection with the association.

2852. What is the size of the association?—Our membership is on the basis of 1*d.* per week subscription.

2853. What is it?—I should say that we have something like 400 members.

2854. Out of a total number of shopkeepers and assistants in Birmingham of, how many?—I could not state.

2855. A great many thousands?—Yes. But this has to be considered, that as we have had no paid officials to pay, we have not made as big efforts as have been made in other towns, to ask for membership.

2856. Still you would not say, on your own figures, that those numbers are representative of the trade of Birmingham; they are so insignificant?—We claim to represent the trade of Birmingham; we claim to represent it, and we have run the movement all along.

2857. On those figures?—Yes.

2858. Some 400 out of a good many thousands?—Yes.

2859. Have you made a canvass, then, of the people outside your association so as to enable you to speak for them?—For what purpose?

2860. To find out whether they are in favour of this Bill?—We have made canvasses only in certain trades. When we have conducted a canvass in favour, say, of the Wednesday half-holiday we have ascertained the opinion in the district whether it was in favour of legislation, and on those returns we base our opinion that only 2 per cent. of the grocers object to legislation.

2861. What legislation?—To the general proposal in this Bill, that two-thirds of any trade shall fix its hours of closing.

2862. That is not the proposal in the Bill?—They have to appeal to the local authority to carry it out.

2863. But are they in favour of compulsion?—Yes.

2864. And the police court?—When the police court is a necessity.

2865. Are you aware you spoke on the ground

Mr. *Lawson*—continued.

of health, that before the other Committees it was mainly of course the case of young women and men assistants that was put forward?—I am aware of that.

2866. That was the ground of health in favour of which Mr. Sutherst and other witnesses quoted medical opinion?—Yes.

2867. Could you tell me whether you do not think they would be protected by extending the provisions of the present Act (the Shop Hours Regulation Act). I have asked the question before but I should like to ask it again?—They would be protected, but I think that Act would be objected to by tradesmen, because it does not leave sufficient room for the demands of each trade.

Chairman.

2868. You mean an extension of that Act?—Yes; you see it practically says that all shops shall only open 74 hours a week.

Mr. *Lawson.*

2869. No, it says that nobody shall be worked more than 74 hours a week?—I do not think that the extension of that Act would be acceptable to the traders, nor do I think that it would be of very much use.

2870. Surely the compulsion under that Act would be much less, because it would not touch the case of a man working in his own shop by himself or with his wife; is not that so?—It would not touch them.

2871. Therefore the compulsion would be less, because the present Bill, if the application were accepted by the local authority and enforced, would cover a small shopkeeper working in his own shop by himself, as well as a man like yourself who has a number of assistants?—Yes; but there are many other details if that Bill were extended which would be objectionable. It would be too much of a cast-iron arrangement; it makes no provision whatever for cases where a particular trade at one time of the year requires an extension of hours. For instance, if this Bill is put into force I suppose the grocers would want an extension of hours for December; and they have that power.

2872. How they would get it under this Bill I do not know?—Well, in their first application I take it that could be met.

2873. They would ask for the order to be limited in that way, you mean?—Yes, and that is the strong feature of this Bill, I take it; that it leaves it a question of trade option.

Chairman.

2874. The elasticity of the Bill, you mean?—The elasticity of the Bill is the greatest point in its favour; it leaves it as a question of trade option, and does not make any sweeping law such as an extension of the present Shop Hours Act would make.

Mr. *Lawson.*

2875. Then you are really in favour of applying this compulsion of ours without limitations?—It would be left to the option of the traders.

2876. To the local authority, you mean?—I

Mr. *Lawson*—continued.

said the traders, but the local authority would have to follow it out. But I think that in a few years time the traders would so much see the advantage of shorter hours, and find that as much business was done with equal efficiency, that they would reduce the hours to something considerably less than they are.

2877. Of course they can do that now if they are unanimous?—Yes; but it is because we have not power to enforce the will of the majority that the movement stands still.

2878. Let me put to you a case under this Bill; do not you believe that it would cause a certain amount of friction and public indignation if men were sent to prison for not shutting their shops under this Bill?—I am not aware that the Bill makes it possible; I do not know of that clause.

2879. But if a trader were recalcitrant, would it not be the case that he would be sent, in the natural course of things, to prison?—No; because there would be a distraint upon his goods for the amount. There is no possibility of imprisonment. The Bill allows such elasticity in regard to the matter that I do not think there would be any vexatious prosecutions.

2880. Not in a case of 20*s.* for the second offence or 5*l.* for a third offence?—I do not think there is a word in the Act about imprisonment.

2881. No; but I suppose summary proceedings would be taken. But you do not think that that would cause any indignation?—No, I do not, at all; I think the people would accept it; the tradesmen would accept it in such a loyal way that if any man broke through and was prosecuted, the moral disgrace would be sufficient.

2882. But at the same time you only speak for 400 out of the whole trade of Birmingham?—That is not a fair statement. At a meeting at which 3,000 persons were present, convened by the association, they expressed approval of this Bill and legislation; and, therefore, I am empowered to speak on behalf of those people. Our actual membership is only that.

Chairman.

2883. They have taken means to ascertain the feelings of their neighbours, and that is their general impression?—Yes, and I think the fact that we have not extended more is simply due to the fact that people have become so disgusted with the failure of voluntary action that they have declined to do anything more in the matter; that is the only thing. I have scores of letters in which people have said that they are weary of our voluntary arrangements, and they will have nothing more to do with early closing until we get some legislation.

Mr. *Lawson.*

2884. But if they think voluntary action is closed would they not be in favour of compulsory action and back you up?—They will now that there is a prospect of the Bill coming into practical politics. Our membership is increasing daily.

2885. To what extent?—Our last annual meeting was the most successful we have ever held; and we are in a better position financially than ever we were.

Mr. *Lawson*—continued.

Dr. *Farquharson.*

2886. Was this large public meeting, of which you speak, summoned by public advertisement?—Yes, by posters throughout the city.

2887. Were the provisions of this particular Bill explained at the meeting, or was it merely to discuss the general principle of early closing?—The provisions of the weekly Half Holiday Bill were discussed. Sir John Lubbock was present and explained this Bill too; and Mr. Chamberlain made his first speech on behalf of the measure at that meeting.

2888. Was any other resolution proposed or was there any show of feeling the other way?—No, it was absolutely unanimous; we never had a single amendment proposed in any meeting or any expression whatever of opposition to legislative proposals in Birmingham that I am cognisant of.

2889. Has any meeting been held in the opposite direction?—No, and I have not even seen a letter in the public papers, although the matter has been prominently before the public for the last three years; and we are sending into every shop in Birmingham a periodical advocating interference with the hours of labour and we have found no opposition.

2890. Was the meeting largely composed of shopkeepers and assistants, or would you call it representative of the general community?—I should say it was largely composed of shopkeepers and assistants.

2891. Then was the general community of buyers largely represented there?—Many of them came, being interested in the movement, I take it; but it was a public meeting, a towns meeting it was convened as.

2892. I suppose that if the buyers thought there was any real danger to their interests or convenience from this movement, they would have taken some public action to show their disapproval, would they not?—They would.

2893. But they have not done so?—The buyers are well protected by the tradesmen; the latter would look after their own interests.

2894. You would think, I daresay, that they could rearrange their shopping arrangements to meet the new condition of affairs without much inconvenience?—Without any inconvenience, and that has been done within the last five years. In our own establishment we have reduced our hours an hour a day without any decrease in the returns, or any complaint on the part of the public.

2895. Might not the working man think it rather a grievance if he was deprived of the opportunity of looking in at the shop windows when he takes his walk in the evening?—I think it is rather the other way about.

2896. May it not be an attractive part of the holiday hours to walk through the streets and look in at the shop windows?—That has not been my experience of working men.

2897. I am only speaking of my own feelings; I am very fond of looking in at shop windows?—But the working men look upon looking into shop windows as temptations to their wives.

Dr. *Farquharson*—continued.

2898-9. There is something in that, no doubt. I want to ask you something about health. You have given us three opinions of three well-known and representative medical men of Birmingham, two of whom I know personally, and you agree, I think you said, with these opinions. Have you anything personally to add to them from your own observation?—I know that my own health suffered from long hours, and under medical advice I was compelled to curtail them. I have had to take a whole twelvemonth from business.

2900. Have you observed any deterioration of health on the part of your shop employées?—I have seen the evil physical effects of long hours in several cases. We do all we can to alter it.

2901. I presume that your class of business, even under the most favourable conditions, is one that must exert an unfavourable influence on health. There must be a good deal of dust in it?—Yes, there is a good deal of dust, and in most shops there is gas; and the injurious effect of breathing vitiated air hour after hour is very serious.

2902. It is probable that these hygienic evils would be worse in the case of small shops than large, is it not?—Far worse.

2903. Therefore you want to protect them from themselves, from that point of view?—Yes.

Mr. *Tennant.*

2904. I think you said you were an employer yourself?—Yes.

2905. In the drapery trade?—Yes.

2906. How many assistants have you?—Twenty.

2907. And what are your hours?—Four days 12, Wednesday 8.30 to 2, and Saturday to 11.30 for the male assistants only; the female assistants we allow off an hour earlier on Saturday.

2908. You said that you were in favour of this Bill all except one clause; I am afraid I did not catch what that was; was it Clause 7?—Clause 3, Section 2, "If at any time it is made to appear to the satisfaction of the local authority that more than one-third," &c.; I would substitute two-thirds; I think it would lead in many cases to continual chopping and changing over the matter. If two-thirds is sufficient to put the Bill into operation, two-thirds should be sufficient to revoke it.

2909. Have you studied Clause 5 at all?—Yes.

2910. Do you approve of that?—Yes; I see no better way of dealing with the matter.

2911. Do you think there would be any difficulty in working a clause like that?—No; I do not anticipate that at all, not in Birmingham.

2912. I only speak for myself, but as a Member of the Committee, and anxious to come to a practical conclusion upon this matter, I may say that I have had a certain amount of difficulty, because it has been suggested by different witnesses that different trades should be differently treated. For instance, some witnesses have said that in a shop which has two or more industries carried on in it, for the purposes of this Bill, only one of those trades should be stopped; whereas other witnesses have said that they all should, according to Clause 5. You approve of

Mr. *Tennant*—continued.

the clause, I understand?—I approve of the clause, as a whole, although I think that there might be individual cases of hardship, and I should not be sorry if some alteration were made in the Bill by which the one department of the house only should be closed; and I do not think there would be much difficulty about that. As I mentioned before, the post office department of many suburban shops, such as drapers and chemists, is closed at eight o'clock, while the other departments remain open. But in Birmingham all shops, I think, would come into the one day, except the butchers; that difficulty we should not meet with.

2913. But you have got a considerable number of shops in Birmingham, I suppose, where two or more trades are carried on?—We have not; I only know of two.

2914. Have you no big co-operative shops?—No, Birmingham is remarkably free from that class of shops; we have only two or three at the most.

Chairman.

2915. And they generally close earlier wherever they are?—Yes, they are our best supporters.

Mr. *Tennant.*

2916. You think that would really sweep away any objection that one might have to this clause?—Yes, I do.

2917. Then to go to the other difficulty which agitates one, the question of areas, I understand that you are in favour of Birmingham being treated as a whole?—Yes, certainly. I strongly object to any division of areas. As a practical tradesman, I believe it would be very injurious.

2918. Does your experience extend to any other large towns; do you know any of the other large towns in England or Scotland?—Yes, I am familiar with them.

2919. Do you think you could apply that provision generally to such towns as Manchester and Liverpool?—I think that principle can be applied generally, if provision is made for the shops which at present close on Saturday to have their holiday remain as it is.

2920. But with regard to closing on other days?—Yes, I think a uniform hour might be arranged for all districts.

2921. That is to say, you think that all the large towns you are familiar with might be treated as one area, and not as several areas, for the purposes of this Bill?—Yes.

2922. Do you think that that could be applied to London; perhaps you cannot speak as to that?—It all depends upon whether the shopkeepers ask for it. I take it that if a 7.30 p.m. closing all the week round were asked for, any of the higher-class shops that close at six would be perfectly free to close earlier than 7.30 if they liked.

2923. But when you say if the hour of 7 30 were asked for, who would ask for it?—The traders.

2924. How would they voice that request?—If we took action under the Bill a meeting would be convened first of all, I take it, of the trade associations of each trade, who would decide what

Mr. *Tennant*—continued.

what were reasonable hours consistent with the interests of the public and the demands of business; and there would then probably be a meeting of the representatives of various trades to see if any unanimous arrangement could be made by the trades as a whole. If not, sectional interests would be considered; the drapers would approach the council for one hour, and the grocers for another. But I anticipate that the general feeling would be in favour of a reasonable hour throughout all trades.

2925. You think there might not be any difficulty in getting practical unanimity among the people who were making this demand?—I do not think there would be any difficulty whatever.

2926. It would be very difficult, would it not, if one early closing society asked for seven o'clock and another asked for six?—Yes, but I do not think there would be any difficulty of that sort; I think that is a very remote contingency. I think one day would be accepted by all trades, I speak of Birmingham. I believe we could sweep Birmingham to-morrow for a half-a-day closing on one day, and shorter fixed hours all the week round.

2927. I suppose, to look at it practically, closing even an hour earlier, say, even at 7.30, would make a very great difference?—It would make all the difference in the world; that between living to work and working for a living.

2928. It would make all the difference to the shop assistants and practically no difference to the convenience of the general public?—Practically none; and it would make all the difference to shop assistants, and to the employers who are compelled to be there if the assistants are there, if they look after their business.

2929. Perhaps you heard in the course of the evidence this morning, if you were present, that it was suggested by one witness that the local authority should be the persons to decide whether a town, such as Birmingham or Manchester, or a still larger town, such as London, should be divided for the purposes of this Bill into districts, or should be treated as one area; do you approve of that?—Yes, I do; the local authority should decide the matter because they are most familiar with the local circumstances.

2930. But I take it that your society, or the society which made itself responsible for finding out what the will of the two-thirds majority was, would canvass areas in a particular manner. In the first place, they would set about taking a place like Camberwell, say, and would represent to the local authority of Camberwell that they had a two-thirds majority there?—Yes.

2931. They might have a two thirds majority there, but might not have a two-thirds majority all over London; what would you do then?—I cannot express any opinion with regard to London, because I am not sufficiently familiar with the workings of the trade or the local authority. In the provincial towns, where the corporation has an area of five or six square miles, I am in favour of the corporation becoming the local authority.

2932. Going to Birmingham, which I do not know at all, and supposing also that you are in favour of taking Birmingham as a whole, then, supposing that your association canvass a particular municipal ward, and you had a two-thirds majority in that ward for closing all the drapers shops at a certain hour, and also supposing that you had not a majority over the whole of Birmingham, what would you do then; would you leave it to the discretion of the local authority to say that they would close in West Birmingham, or whatever it was?—I think not.

2933. Then that is rather in conflict with your former opinion, is it not, that you would like to leave it to the discretion of the local authority?—I would like to leave it to the discretion of the local authority whether they enforced it for the whole of the city, but you are only speaking of a section like a ward.

2934. Our difficulty, I speak personally, is to know how this is to be worked, whether by sections or by the whole of the town?—In Birmingham, I take it, by the whole of the town.

2935. Then, even supposing that you had a two-thirds majority to close a particular trade in any section of a town, and you had not got it over the whole, you would rather forego your right to close it in that ward, would you?—Yes, in the interests of that district; because it would immediately lead to driving trade into another district. I should object to that.

2936. Several witnesses whom we have had before us have been in favour of canvassing all shops without any reference to the particular trade; do you approve or disapprove of that?—I should approve of that in small towns, but not in large towns.

2937. Have you any knowledge of rural areas of small villages?—Wherever I have knowledge of them I think that there would be no difficulty whatever in closing all shops except those which are exempted by the Act.

2938. Do you think that there is much necessity for earlier closing in small villages?—Not in small villages, and unless there were the traders would not ask for it; it is only where the evil exists that they ask for the remedy.

Mr. *Lawson.*

2939. With reference to what you said about imprisonment not being mentioned in the Bill, are you aware that proceedings would be taken under the 89th clause of the Factory Act, 1878, which refers to the Summary Jurisdiction Act?—I was not aware of that.

Chairman.

2940. Does that make any difference in your opinion?—None whatever.

2941. I believe that the Trades Council of Birmingham passed a resolution in favour of early closing?—They did some years ago, and at the present time we are asking them to pass a resolution in favour of the present measure. They have a letter from us to consider now, and I have no doubt it will be passed.

2942. You have expressed an opinion in favour of dealing with Birmingham as a whole, but I do not gather that you have any objection to the clauses in the Bill which would leave other districts to act as they think convenient?—None whatever; it must be left, I take it, to the discretion

Chairman—continued.

tion of each district, I speak for Birmingham only on that point.

2943. With regard to small shops, is there not an advantage to small shops in early closing in this way: that if shops are open late the customers can go to a considerable distance away from home to shop, whereas if the hours are earlier they would be more likely to do their shopping in their own immediate neighbourhood?—I do not think that would make any material difference.

2944. But so far as it did it would be rather in favour of the small shops, would it not?—Yes.

2945. Do not you think that that is one reason that those small shopkeepers are generally in favour of legislation of this kind?—Yes, I think it is.

2946. On the whole, therefore, you do not consider that the interests of small shopkeepers would suffer?—Not at all.

2947. You have handed me a copy of the "Birmingham and District Early-Closing Record," by which I see that this resolution was passed: "That this meeting of shopkeepers and assistants of Birmingham and district expresses its entire satisfaction with the provisions of Sir John Lubbock's Early Closing Bill, now before the House of Commons, and appeals to the Members of Parliament for this city to do their utmost to place the measure on the Statute Book." That resolution, I believe, was passed unanimously?—

Chairman—continued.

Yes, and a petition in favour of the Bill will be sent up to the House within a few days with over 6,000 signatures.

Mr. *Cameron Corbett.*

2948. I believe there was a meeting of the Grocers' Federation of the whole of the United Kingdom in Birmingham some time ago?—Yes; two years ago, about.

2949. Did they pass a resolution upon this subject?—The Birmingham Association invited them to pass a resolution in favour of legislation, and it was passed by the Grocers' Federation, which is probably one of the most representative organisations in the country.

Mr. *Diamond.*

2950. You were asked about the extension of the present Shop Hours Regulation Act, and I understood you to say that the small men would not be touched by it; that is to say, the men who did not employ young people or assistants of any kind?—Yes.

2951. Therefore do I take it that the present difficulty as to the closing would still remain although that Act were extended?—Yes.

2952. That the small tradesmen would still be compelled to keep their shops open if a few traders in the locality persisted in doing so?—Yes; that is the main objection to the extension of the Act, that it would not cover the difficulty at all so far as the small shops are concerned.

Mr. JAMES MACPHERSON and Mr. WILLIAM JOHNSON, called in; and Examined.

Chairman.

2953. (To Mr. *Macpherson.*) YOU are Secretary to the National Union of Shop Assistants, I believe?—That is so.

2954. How many members are there in your union?—About 2,000.

2955. And are they scattered over the country generally?—Yes, from Jarrow-on-Tyne in the North, right away down through England and into South Wales, as far as Swansea. I have a list of the branches, which are 37 in number, which I can put in (*handing in the same*).

2956. And you have about 2,000 members, you say?—Yes.

2957. What do you consider to be the general hours in the poorer districts of London?—In the poorer districts I should say that the hours are about from 80 to 85 per week; in some districts they will go up as far as 100; but generally speaking the hours at Deptford and some of the poorer districts are quite 80, and from 80 to 85 per week.

2958. Excepting in the larger shops in the centre of London, would you say that those hours which you have mentioned are about the hours of the shop assistants generally in London?—In that class of district I should say that they are.

2959. Do you see any prospect of shortening the hours by voluntary action?—Absolutely none.

2960. Have you considered the Bill which is

Chairman—continued.

now before this Committee?—Yes, our organisation has considered it as an organisation.

2961. I will ask you with reference to any amendments that you would desire to see in the Bill in a minute; but speaking of the general tenor of the Bill, are you in favour of it?—We are in favour of the Bill thus far, that our organisation believes in legislative enactment of some description or another, and these amendments which we propose to the Bill are the minimum, so to speak, that we would like to accept for this Bill to make it of any avail in our opinion, or of value to the shop assistants.

2962. Have you any doubt that in many places a two-thirds majority may be obtained in favour of shortening the hours?—Speaking generally, I think that a two-thirds majority could be obtained.

2963. Have you any doubt that the local authorities would put the Act into operation if a two-thirds majority were obtained?—There is a question about that, because in many instances a large proportion of shopkeepers are on the local authority and a few might influence the many.

2964. But if two-thirds of the shopkeepers were in favour of it, and if those same shopkeepers formed a majority on the local authority, does it not follow rather that they would be likely to put into operation their own wishes?—No, you might have all the wealthy employers on the local authority, and the minority might be on the local authority.

2965. (To Mr. *Johnson.*) You are, I believe,

Chairman—continued.

general treasurer of the National Union of Warehousemen and Clerks?—I am.

2966. So far as you have heard Mr. Macpherson's evidence, do you concur with it?—Yes, I agree with what Mr. Macpherson has said.

2967. (To Mr. *Macpherson.*) Will you now kindly point out to the Committee the amendments which your association would like to suggest in the Bill, and if there is any point on which Mr. Johnson differs from you he will say so?—The first amendment that the organisation as an organisation has recommended is, in Clause 1 they wish the word "shall" to be substituted for "may."

2968. Have you considered this point, which has been very much urged by members of the committee, that it is possible, I will not say it is probable, that one trade may select Tuesday for the half-holiday, another trade may select Wednesday, another Thursday, and so on; and if we gave the local authority some latitude they might be able to arrange matters, on the whole, more conveniently; so that there might not be one half-holiday for one trade and another for another; have you considered it from that point of view?—I cannot from memory state whether that particular objection was taken into consideration; but I may say, personally, that it would be a very difficult thing to arrange the holiday so as to give a day for each trade.

2969. Therefore would it not be an advantage to give the local authority some freedom in the matter?—I do not think so.

2970. What is the next amendment which you desire to see in the Bill?—The next point is in Clause 3; we recommend that two-thirds should be substituted for one-third, in order to revoke the Bill.

2971. You see the general idea of the Bill is that the views of a majority of two-thirds of the shopkeepers should be carried into effect, and it was from that point of view, of course, that in this clause the number stands at one-third; have you considered that unless we leave it one-third a minority of the shopkeepers might be able to put the Act into force?—My idea is that under any circumstances it would want two-thirds to ask for even shorter hours; and it is possible that if one-third got the Bill revoked it would still want two-thirds to get even fewer hours; so that we might as well have two-thirds to revoke it if it wants two-thirds to be put into operation.

2972. What is the next point you would like to see altered?—The next point is the question of fines. We think that instead of 5*s.* it should be 5*l.*, 10*l.*, and 20*l.*

2973. Have you considered whether it might not be very much more difficult to get the shopkeepers to agree to come under the Bill if the fines were made as heavy as you suggest?—I do not think it would have any effect at all, because if people are willing to come under the Bill they would be willing to do as they ought to do when they were under the Bill.

2974. Do you not think that the mere fact of these fines being in the Bill, without considering the exact amount, would be likely to induce shopkeepers to conform to the Act?—I do not quite understand your question.

Chairman—continued.

2975. (To Mr. *Johnson.*) What is your view with regard to fines?—Our opinion is, from information that we have, that the shopkeepers would approve of a substantial fine being inflicted upon any individual shopkeeper who would violate the local agreement. I think they would quite endorse the increased fine that we suggest, and in any case it would permit the magistrate to allocate a fine of 5*s.*, supposing our amendment were agreed to. It says it is not to exceed 5*l.*; it may be 5*s.* or 10*s.*, according to the view or opinion of the magistrate if the Act was violated. We only fix the maximum, not the minimum.

2976. (To Mr. *Macpherson.*) What is the next amendment that you propose?—The next point is that we wish a clause to be inserted in the Bill, either to amend Clause 12 or to put a new clause into the Bill, to have a limit of half an hour after the hour of closing appointed by the local authority, so that the shop assistants can feel relieved to the extent of that half-hour.

2977. You do not think that there would be a difficulty in working a provision of that sort?—No, I do not.

2978. Is there anything else on Clause 12 that you wish to suggest to the Committee?—No, there is nothing else on Clause 12.

2979. Then do I correctly understand that, subject to those amendments which you have suggested, your association are in favour of this Bill?—Yes; as I stated before, they are in favour of some legislative enactment of this kind, and those are the minimum amendments that they would like to see proposed to the Bill, to make the Bill valuable to shop assistants. Personally, of course, I think there are some serious defects in the Bill.

2980. But those are the points which your association wishes to bring before us?—Those are the points which our association have instructed us to bring forward as amendments.

2981. (To Mr. *Johnson.*) Is there anything that you wish to add?—I would like to add, with regard to the limitation to half an hour after the shop is closed that an assistant may be detained, that the simple reason why we advocate that limit is, because a large number of shops are under-staffed, and a necessary portion of the work, owing to their being under-staffed, is done after closing hours. The present Bill does not provide for any limitation, and we think that is a reasonable limitation to insert. Practically speaking, otherwise there would be comparatively little difference made in the hours of shop assistants.

Sir *John Gorst.*

2982. (To Mr. *Macpherson.*) What is it that has to be done; I suppose the practice varies in different shops, but there are some shops, are there not, where the shop assistants can be sent away immediately the shop is closed?—That is so; in most shops it is a mere matter of arrangement.

2983. (To Mr. *Johnson.*) Is it not in drapery establishments that the hours of shop assistants are longest after closing?—I think there is very little difference between drapers and grocers in that respect. But we should discriminate between the various classes of shops. If you take a better-class

Sir *John Gorst*—continued.

a better-class draper's or grocer's shop, where they provide an adequate staff of assistants, they could leave immediately the shop is closed.

2984. But in a drapery establishment is it not necessary to keep the assistants for some time after the shop is closed to fold up and put away the goods, and is there not a certain amount of account-taking done after the shop is closed?—Only in the cases that I point out where they are under-staffed; then there is stock folding, and so forth, to be done. In a grocer's shop much of the weighing has to be done after the shop is closed.

2985. And the dispatching of goods?—Yes, and the dispatching of goods.

2986. Are you clearly of opinion that half an hour is long enough to allow for all that?—We think that if the object of the Bill is to secure a limitation of the hours it is long enough.

Mr. *Lawson.*

2987. (To Mr. *Macpherson.*) Is the membership of your association principally drawn from London?—No, we have comparatively few members in London.

2988. Do you believe that this Bill, if it were enforced, would have a tendency to drive trade from the small shops to the big shops if a particular hour were fixed for the closing of any particular class of shop in this area or in any other?—It might have a small tendency that way, but I do not think it would have very much.

2989. Are you empowered to speak (I suppose not) for anybody except the assistants in shops?—We speak for the shop assistants.

2990. And they are not satisfied with this Bill as it stands?—No, our organisation is not; as I say, these amendments are the minimum that they would like to see inserted. (Mr. *Johnson.*) I should like to make it clear that we are unanimously in favour of the principle of this Bill. There are certain points with which we disagree, and which we would like to see amended, but with the principle, as Mr. Macpherson has stated, we are unanimous.

2991. (To Mr. *Macpherson.*) Has your association considered the alternative plan of extending the Act of 1892?—Yes.

2992. What is their opinion with regard to that?—Our opinion is that this Bill is better ultimately than the other, although we accepted the other as something in the way of shortening the hours at the present time.

2993. But this Bill would only be effectual if it is enforced by the local authority, whereas the other is of course an absolute limitation of the hours?—Yes, but even 74 hours a week is not very much limitation.

2994. Supposing that 7.30 p.m. were fixed as the hour for closing, as the last witness suggested, do you think that that would satisfy the people who compose your union?—It would depend upon circumstances; under the present conditions it would.

2995. In the centre of London that would be a later hour than most of the shops close at, would it not?—Yes.

2996. Therefore the assistants in big shops in the centre of London would gain nothing, would

Mr. *Lawson*—continued.

they?—So far as that is concerned under the present conditions they do not want to gain very much in large shops, such as Shoolbred's and other large shops in the centre of London.

2997. In the small shops but few assistants are employed, I think?—I do not think so.

2998. What is your opinion with regard to the number of assistants that are employed in small shops?—My opinion is that the greater number of assistants are employed in medium and small shops.

2999. Is it not the case that there are a great number of small shops where nobody is at work but the man and his family?—Yes, there is a percentage of those shops, a small percentage I should say.

3000. In that case your association would have no interest in closing those shops, would they?—Certainly we would. We want to see all shops closed.

3001. But if you have no members in them, if the man does not employ any assistants you would have no interest in them?—Whether we have or have not we want to see the shops closed at a uniform hour.

3002. Why?—Because we believe that it would be good for the employers as well as for the employed.

Mr. *Tennant.*

3003. When you said that your association put forward these amendments as a minimum, but that you did not entirely agree with your association, to what were you alluding, to which particular one were you alluding?—I meant that personally I have looked at the Bill probably more than the bulk of our association, and I have come to the conclusion that there are two serious defects in the Bill.

3004. What are those two defects?—One is the question of areas, and the other is the question of classification.

3005. What remedy do you propose for those?—With regard to the area, I think that there ought to be only one area.

3006. Do you apply that to London?—Yes.

3007. And with regard to classification of shops, what remedy do you suggest?—I think there ought to be one day as half-holiday.

3008. But that is not quite the point. With regard to the classification of shops, what is your remedy?—I should take out all those that closed on Saturday now, because, of course, they should be exempted from closing on the regular day that was appointed during the week.

3009. But what I wanted to be got at is the difficulty that Clause 5 deals with. That a shop in which two or more classes of trade are carried on shall be closed for the purpose of all such trades. How do you propose to deal with that?—That difficulty would be removed if you had one day, except for the shops that are scheduled in the Bill.

3010. That is to say, you would shut up that particular department for all shops which were not carrying on any of the trades mentioned in the schedule?—Yes, I would shut up all the shops at a given time on the early-closing day,

Mr. *Tennant*—continued.

and schedule those that I think might be left out.

3911. Has your association considered the difficulty of a shop that carries on, we will say, the business of a hairdresser, and the business of a tobacconist together, the one being included in the Bill, and the other not?—I do not think that the association has considered it, especially from that point of view; but I should say that a hairdresser if he is doing any other business ought to be compelled to close.

Chairman.

3912. That is what is proposed in Clause 5; I thought you were differing from Clause 5?—Then if you have one uniform day the difficulty is removed.

3913. Perhaps I misunderstood you; I thought you were objecting to Clause 5, and that that was what you called one of the blots of the Bill; as regards Clause 5 are you in favour of it, or are you opposed to it?—I am in favour of it.

Mr. *Tennant.*

3914. You are in favour of it?—Yes.

3915. As it stands?—Yes.

3916. Then I understood from what you said before that you would not only apply that to the trades that naturally come under this clause, but also would apply it to a shop that was carrying on one of the trades with which the Bill proposes to deal, and another of the trades which is scheduled with which the Bill does not propose to deal?—If they carry on that particular trade.

3917. (To Mr. *Johnson.*) Do you agree with Mr. Macpherson on this point?—With regard to Clause 5 I agree with what Mr. Macpherson has said: that it should be made applicable in the case you gave of a man conducting a business part of which is scheduled and part of which is not, that it shall come under the operation of that part that is scheduled. What we desire is that all the shops, with the exception of those that already close on Saturday shall be closed on one day in the week. We object to each class of trade fixing its own day.

3918. And you want to make one day general for all shops?—Yes, we do not wish to interfere with Saturday closing, because there is a growing tendency in its favour. We wish every shop to have the option of closing either one day, or on Saturday, and not each to have its own day.

3919. You think that that should be provided for by the Bill?—Yes.

3920. And in the Bill as it is, you notice that it is not so?—Precisely, we notice that. That was in the former Bill, I think.

3921. With regard to the question of areas do you agree with Mr. Macpherson that London should be treated as one area?—Yes; I agree with that. My experience is, that any arrangement by which each district could fix its own day or hour of closing would lead to confusion and cause irritation, and the gradual abolition of the agreement; we must have a uniformly fixed hour of closing for all trades if we are to have a successful and permanent early closing movement.

Mr. *Tennant*—continued.

3922. I understand that you would treat London as one particular area, and not as several. Is not that so?—Yes; I would have the County Council area as the area over which this Bill should operate.

3923. Do you not consider that there would be a certain amount of hardship possibly under such a system as that; for instance, in this part of London and in the West End you do not require to keep the shops open so late as you would perhaps in Whitechapel or Mile End-road?—I noticed that that point was put to several witnesses, but I do not think they have understood it by the way. What we think would be done under this arrangement of having the County Council area fixed for London would be that a maximum hour of closing would be fixed as a uniform hour of closing; but I would not interfere with those who wished to close earlier than the hour fixed by the majority. I would not interfere with the West End closing at 6 o'clock.

3924. But what I want to know is this: Supposing that the West End shops closed at 6 o'clock, and you got a two-thirds majority of all the shopkeepers in London to close at 6.30, would not that operate rather hardly on the working class population in other parts of London?—I do not agree that it would work hardly upon the working class population. It would operate hardly upon the small traders; but it is not a thing that is likely to occur, in my opinion. The most I expect that would be done would be the fixing of the latest closing hour, say 10 o'clock on Saturdays and 8 o'clock on other days. We quite realise that we should have to begin at the beginning; and the most we should expect from this Bill would be a uniform hour of closing at 8 or 8.30 at first; then perhaps at 7.30, and then gradually from that to an earlier hour still. We do not expect a revolution if this Bill is adopted, that everybody would close at 6. The majority of voters, the shopkeepers in this matter, are late closers, and they would not vote in favour of the West End closing.

3925. Then, as you have expressed your opinion that it would be wiser to make this clause applicable to all shops and not to any one particular class of trade, do you think that the poll, if a poll is taken, should be taken on that ground?—Yes, I think we realise all the difficulties of the two methods, and we think that the one we suggest is likely to lead to more permanent and satisfactory results. We quite anticipate the enormous difficulty that there will be in putting our system of areas into operation, and we quite realise the difficulty there would be in securing the adoption of that principle, but if it is secured we imagine that it would be more permanent and more satisfactory to everybody.

Chairman.

3926. There is nothing in the Bill to prevent what you call your system from being put into operation; it is already provided for in the Bill, is it not?—With regard to the first clause, which permits a two-thirds majority of any class of shopkeepers,

Chairman—continued.

shopkeepers, we do not agree with that. We are expressing now our personal opinions.

3027. I quite understand that you would endeavour to put it into operation for the whole of London, but there is nothing in the Bill to prevent that being done; on the contrary, it cannot be done now, and it could be done under the Bill; is not that so?—The Bill would permit the grocers of London to fix their hour.

3028. I do not deny that; but what I am asking you (if you will listen to the question) is whether it is not the case that there is nothing in the Bill to prevent what you wish being done, but, on the contrary, it is expressly provided for in the Bill?—I do not see anything in the Bill to prevent what we desire to be done; but another course is likely to be adopted, we think, under the Bill.

3029. But are you prepared to say to this Committee that if another district wished to adopt another course you would recommend the Committee to prevent their doing so; whether it is wise to do that is another question; but unless you give them power under the Bill you would be preventing their adopting any system but the one you advocate?—Personally, I think it would be a mistake to permit any section of the retail trade to legislate or agree to its own closing hour.

3030. That is not my question, if you will direct your mind to the question; you agree with me that there is nothing in the Bill to prevent, but that on the contrary the Bill is intended to facilitate the course which you are recommending?—We are agreed so far, are we not?—Yes, I have already accepted that.

3031. I understand that you are in favour of that course, but would you go so far as to prevent a district that preferred a different course from adopting it if it wished to do so?—I should not be prepared to prevent them; but I should maintain my own opinion about the more desirable course.

3032. But unless you wish to prevent them, you must leave them the option under the Bill?—I should prefer that they were led to adopt another course.

Mr. *Lawson.*

3033. Are you aware that under the Bill in the first clause the local authority can fix any time for part of a district, as well as for a district as a whole?—Yes, I am aware that the local authority may act upon the expressed wish of two-thirds of the shopkeepers in any given trade in any given district of a city.

3034. Do you approve of that?—No; I have already stated that I do not approve of it. In my opinion it is not a desirable way of dealing with this question.

3035. You are in favour of a general curfew; to fix one hour of closing for a whole city, and for all the trades in it?—Yes; and we understand quite clearly that unless the shopkeepers agree to it no one can put it into operation. The assistants are powerless in the matter.

3036. Two-thirds of the shopkeepers?—Yes; I say that the operation and enforcement of a clause of this Bill rests with the shopkeepers if they agree to adopt an early closing hour, and assume the responsibility for it.

Mr. *Lawson*—continued.

3037. And you believe that two-thirds of the shopkeepers ought to be able to fix a time for all trades?—I think that two-thirds of the shopkeepers in any given area should have the power to fix the maximum hour that shops should keep open.

Chairman.

3038. (To Mr. *Macpherson.*) I should like to ask you whether you agree with the latter part of the evidence of Mr. Johnson?—Mainly, I agree with what Mr. Johnson said.

Mr. *Baldwin.*

3039. (To Mr. *Johnson.*) Would not the effect of fixing those hours be rather to lead to lengthen the hours in the better shops; would they not all tend to come to the same time?—No, because there are other adequate reasons, and sufficiently numerous reasons why the better class of shops close earlier now than smaller shops do; they are purely economic reasons. The question of giving their assistants lesser time has nothing to do with it. They close early because their trade is of such a character that it is an unnecessary expense for them to remain open any longer.

Mr. *Diamond.*

3040. (To Mr. *Macpherson.*) Did you hear the statement which has been made here that a person with one trade scheduled and another that was not scheduled should be allowed to come under the scheduled trade?—Yes.

3041. Have you considered how that would affect a person with a beer off-licence in the grocery trade? Would it not allow him to keep open both his grocery and his beer licence businesses?—No, I do not agree with that; I mean that I agree with this: that if the off-licence man has a grocery business, and under the Bill it is agreed to close the grocery business at a certain time, I should say that for the purposes of the grocery business he should close. (Mr. *Johnson.*) Might I add that my reply was with special reference to tobacconists and barbers. I would like to add, with respect to those who hold off-licences, that a partition should be put up which would permit them to continue the sale of beer without the customer going into the grocery or butchery part of the business.

3042. But do you know anything of the trade that you are talking about; do you think it is possible for a man who has a beer off-licence in the midst of a grocer's shop to put up a partition the effect of which would be to keep people from going into the grocer's shop at all?—There are arrangements made of that kind already, and I think it is quite a practicable, feasible, and desirable arrangement that there should be a separate entrance or partition of some kind, or a sneckett behind which the beer could be retailed out without keeping the grocery part of the premises open. So far as I understand it, the reason why this licence was given to grocers was to prevent women and children from entering a public-house; and there are people who go to grocers' shops that do not indulge in liquor of that kind, and do not want it forced upon them.

Mr. Leonard Edgar Ward, called in; and Examined.

Chairman.

3043. You are, I believe, honorary secretary of the Tottenham and Edmonton Early Closing Association?—I am.

3044. And you have been a tradesman yourself for 13 years, and you were a shop assistant before that for eight years?—Yes.

3045. And you represent a number of small tradesmen in that district?—Yes.

3046. Can you give the Committee any idea of how many you represent?—From 3,000 to 4,000.

3047. What are your hours at present?—The hours in the grocery trade are from 7.30 or 8 in the morning to 10 o'clock every night. On Thursdays some close at 5, and others at 2. On Fridays they close at 10.30. On Saturdays at 12 midnight.

3048. Have you any hope of shortening those hours by voluntary action?—We have not.

3049. What do you think is the feeling of the small tradesmen in your district with reference to legislation?—The preponderance of feeling is in favour of legislation; feeling that it would be better to have legislation than the so-called voluntaryism, which is worked on the lines of coercion.

3050. Have your association considered the Bill which is now before the Committee?—Yes.

3051. Is your association in favour of that Bill?—The association is entirely in favour of it with one or two conditions, if you will allow me to mention them.

3052. Certainly; we should be very happy to hear them?—The first is in reference to Clause 3, Section 2, that there should be some limit fixed before which no application could be made to alter the Act.

3053. You mean to revoke it?—Yes; and also that two-thirds should be inserted in place of one-third in case of alteration.

3054. Is there any other amendment you wish to propose?—We should like just to direct the attention of the Committee to the question of the tally trade, so that it could be distinctly understood that a man who did business on the tally system, who did not actually keep a shop, should be brought under the Act.

3055. Is there any other amendment you wish to suggest?—In reference to refreshment houses, and places where hot cooked provisions are sold, our committee thought that grocers, for instance, should not, by starting the sale of hot provisions, be able to exclude themselves from the Act, and that tobacconists and newsagents should be given the option, if they desired it, of coming under the Act.

3056. That was intended to be provided for by Clause 5. Have you looked at Clause 5?—No, we did not take it so.

3057. I think you will find that that is dealt with there. Should you have any doubt about getting a two-thirds majority of the shopkeepers in your district?—I think not.

3058. The last witnesses gave evidence in favour rather of dealing with London as a whole, which they thought would be desirable; but would you like to keep in the Bill the power of dealing with separate districts in case those districts wished it?—Ours being a suburban district apart from London, it would not come, of course, under the control of the London County Council; but, with regard to London, I am of opinion that it would be advisable to break up London in some way so that the hours were not the same in the West-end as in the East-end.

Chairman—continued.

3059. And you think that you could deal with the Tottenham and Edmonton district apart from the London district?—Yes.

3060. At any rate you would like to have the opportunity of trying?—Yes.

3061. Then I may take it that your association is in favour of the Bill as it stands, but that they would like the modification which you have suggested to be introduced into it?—Yes.

Mr. *Lawson.*

3062. Are you a shopkeeper or a shop assistant?—A shopkeeper.

3063. Do you employ any assistants?—Yes.

3064. May I ask how many?—Seven or eight.

3065. The question has been put very often, but I wish to ask you whether you think that the effect of an early closing order under this Bill would be to aid the big shops such as yours against the small shops?—I do not look on any shop as a big shop. I say that I employ seven or eight assistants in three different shops, so that mine are all small shops.

3066. Well, as against the small shops, then?—No.

3067. The small shopkeeper, as a rule, is a man who keeps his shop open latest, is he not?—In many cases.

3068. Therefore he would possibly be affected by the Bill?—Not necessarily.

3069. Your district is largely one inhabited by working-class people, is it not?—Certainly.

3070. Many of whom, I suppose, work in London?—Yes.

3071. And come out at night to their homes?—Yes.

3072. How could they shop, especially in dealing with certain articles, if the hour of closing were fixed we will say as early as six?—That would never be attempted in Tottenham.

3073. What would you contemplate then as the hour of closing?—The earliest we should attempt to get would be something like 9 or 8.30.

3074. If any other hour were fixed it would be detrimental to the working classes, would it not?—It would not be attempted under the Bill.

3075. Under the Bill you can petition for anything up to 6 o'clock, you know?—Yes, but there would not be one person in Tottenham that would think of that.

3076. Then

Mr. *Lawson*—continued.

3076. Then all you wish is to secure an 8.30 o'clock closing?—8.30, and the half holiday.

3077. You are under an urban district board, are you not?—Yes.

3078. In some parts of your district do you touch the County of London?—No.

3079. Your district does not touch it at all?—No.

3080. Is there one district board for Tottenham and Edmonton?—There is the Tottenham district council and the Edmonton district council.

3081. Supposing that there were a different hour fixed in those two localities, do you think that it would prejudice the traders in the place where it was not fixed?—No.

3082. You would not be afraid of that?—No.

3083. And you believe that you have the small shopkeepers as much with you as the large shopkeepers?—Yes; the small shopkeepers themselves desire legislation, in my opinion, in their own interest against the very small minority that keeps them open now.

3084. Have you a weekly half holiday?—For some shops.

3085. Not for all?—No.

3086. Have you had any expression of opinion of the working classes in your district?—It is entirely in favour of early closing.

3087. Have you had any meetings in support of early closing?—Yes, public meetings and open air meetings; meetings called specially in reference to special cases where one or two have jeopardised the movement; and on all occasions all classes of politicians on the different sides have been in favour of it.

Mr. *Baldwin.*

3088. I understood you to say that you wished to bring the tallyman under the Bill?—Yes, that is what we suggest.

3089. How would that be possible?—It is rather doubtful whether they would be under the Bill. We only wish to have it made clear.

3090. A tallyman is a travelling draper, is he not, a man who goes about the country?—Yes; but he generally has a private house where the goods are on show, and the customers go there; that is our experience in Tottenham.

Chairman.

3091. I should just like to know about the half holiday; you say that it is not generally observed in Tottenham and Edmonton?—No; it is continually in jeopardy of being overthrown. We no sooner get a half holiday settled for certain trades than one man overthrows it and we have to begin all afresh.

3092. And although you have to some extent a half holiday are you anxious for the half holiday clauses in the Bill so as to ensure it?—Yes.

3093. Have you any experience of other places where the same thing occurs. I have been given to understand that there are other places where they have a half holiday, but they are always afraid of losing it?—Yes; I have known other places in the same condition.

3094. So that you think that even in places where they have a half holiday they would be glad of these clauses so as to be sure of retaining that half holiday?—Yes.

Mr. ALFRED GEORGE MAHER, called in; and Examined.

Chairman.

3095. YOU represent, I believe, the United Shop Assistants Association?—I do.

3096. That is especially a London association, is it not?—London and the suburbs.

3097. What do you consider to be the hours in the districts where you have representation?—The hours that are worked or the hours that should be worked, do you mean?

3098. I mean the hours that are worked at present?—In the district where I am at work the hours are from 86 to 90 per week.

3099. Have you any hope of getting those hours shortened by voluntary action?—None whatever.

3100. Is your association in favour of legislation?—Yes.

3101. I will ask you about any amendments to the Bill in a moment; but you approve of the Bill in its general outlines?—We approve of the Bill on the principle that half a loaf is better than no loaf at all.

3102. But you have some amendments to suggest, I believe, which, in your opinion, would secure you the whole loaf?—Yes.

3103. We shall be happy to hear what they are?—I think you have them in a printed form.

3104. I will just run through them; you wish

Chairman—continued.

in Clause 1 the word "shall" instead of "may"?—Yes, we wish that.

3105. Do you not think that local authorities would be almost sure to carry out the wishes of a majority of two-thirds of the shopkeepers?—Not necessarily so. For instance, assuming that it was left to the discretion of the vestries there might be a few tradesmen on the vestry who were antagonistic to the movement, and consequently would refuse to put the Act into force.

3106. But you observe that it is not left to the vestry; it is left to the London County Council?—I said assuming that it was left to the vestry.

3107. But it is not left to the vestry, but to the London County Council?—I understand that is so.

3108. Does that make any difference in your view, then?—Slightly; if it is left to the London County Council, I do not think it would make so much difference as if it were left to the vestries.

3109. I believe you wish to alter the "one-third," in Clause 3, to "two-thirds"?—Yes.

3110. Have you considered that the object of wording it as it is, is that Parliament should feel assured that they were acting in accordance with

Chairman—continued.

the wishes of the majority of tradespeople?—Yes.

3111. You wish, also, to make the fines heavier, I believe?—Yes.

3112. And you also wish that a certain amount of time should be fixed after the shop is closed, so that the assistants should not be allowed to be worked more than a certain length of time after the shop is closed?—Yes, we think that that should be limited to the time of closing.

3113. Do you not think that you ought to allow some time for putting up and sorting the goods?—That could be done before the shutters were put up, we think, very well.

3114. Supposing you were not able to get those amendments, I presume you would rather have the Bill than nothing at all, as you say that half-a-loaf is better than no loaf at all?—Yes.

Mr. *Frye.*

3115. What trades are these which you say work from 86 to 90 hours per week?—A great many trades; for instance, tailoring and boot shops, tea grocers, and provision merchants, and a variety of trades.

3116. But tailoring work would be done at the people's homes, would it not?—I mean clothiers' establishments where they sell clothing. And while I am speaking of that we also think (although we have not included that among our recommendations) that there ought to be some limitation of the time on Sundays.

3117. What particular trade do you represent yourself?—The trade I work at is a clothiers' assistant.

3118. And you are here from the United Shop Assistants' Association?—Yes; representing all trades.

3119. What is the number of members that you have in the association?—Something like 550.

3120. Does that take in the whole of London?—Yes; the whole of London for our society.

3121. How many assistants do you think there are in London?—I believe it has been estimated that there are something like 500,000.

3122. And your association numbers a very small proportion of the assistants among its members?—Yes, the enlightened proportion though.

3123. Of course you do not have any traders at all in your association?—None whatever.

3124. What do you think is the feeling of the traders with regard to this step?—Mostly in favour of it.

3125. Do you think they are quite willing that their shops should be shut up by Act of Parliament?—Yes; for instance, my employer is so, otherwise I should not be here to-day.

3126. And if this Bill becomes an Act of Parliament I presume you would want a number of inspectors to see that it is carried out properly?—Undoubtedly.

3127. Who would you suggest should be the inspectors to do that?—I should suggest that the County Council should appoint them; and not, as it is under the Shop Hours Regulation Act, "may" appoint them, but should appoint them.

3128. You do not suggest that the police should be employed as inspectors?—It is immaterial to me whether it is the police who are employed or inspectors. I think either one of them could do it efficiently.

Mr. *Frye*—continued.

3129. Then, with regard to the local authority, you said that the words should be altered from "may" to "shall." Of course there are others besides shopkeepers interested in this question, and the local authority would probably look after the people who buy at the shops. Do you not think that they should have a say in the matter?—The customers?

3130. Yes?—No, I do not think so.

3131. You think that they should not be considered at all?—No, from the very fact that they can purchase earlier if they like; but if you keep your establishment open to 12 o'clock at night you would find a customer coming in just as you were closing the door.

3132. Do you find that the smaller traders are opposed to this legislation?—No; in fact my experience is that the larger traders are more opposed to it than the smaller ones.

3133. And you think it would not do them any harm that all trades should be closed at one hour throughout London?—None whatever.

3134. You think that would be quite as convenient for the West End of London as for the East End?—Yes, from the simple fact that they would never close at the West End time in the East End. I mean to say that if you took the poorer districts you would find that the earliest they would go to would be 8.30 or 9 o'clock at night.

3135. Do you think that the voluntary movement has not made any perceptible difference in the hours of shop assistants?—None whatever, with the exception of a slight difference on Thursdays.

3136. How many shops in London do you think close at 2 on Thursdays?—Very few; most of them close at 5, and there has to be a deal of pressure brought to bear on various tradesmen to keep to that.

Mr. *Diamond.*

3137. Would you be in favour of allowing one-third of the shopkeepers to compel two-thirds to close?—No, I think that would be going too far.

3138. You are quite certain of that?—Yes.

3139. But you would allow one-third to be able to keep the other two-thirds closed if once they did close; that is to say, you would allow the one-third to prevent the two-thirds from opening?—Yes.

3140. Do you not think that is rather inconsistent?—Not necessarily. You must understand that this is a shopkeepers' Bill. On the other side, you have 500,000 assistants in London alone, and we will say nearly two-thirds of the tradesmen, and consequently one-third of the tradesmen would be preventing the other two-thirds and all the shop assistants from closing.

3141. Our contention in favour of the Bill is that there is an overwhelming majority of tradesmen required in favour of closing?—I should say not.

3142. But the Bill cannot be put into force unless there is a majority of two-thirds, which I call an overwhelming majority?—Yes.

Mr. *Diamond*—continued.

3143. Do you not call that an overwhelming majority?—I do not think it would be possible to get that in all cases.

3144. Then if you could not get it there would be no closing?—Yes.

3145. Then, if you had got the shops closed, unless two-thirds are in favour of opening, you would permit one-third to keep them closed?—Yes; the very fact that you obtain a two-thirds majority would show that two-thirds were in favour of closing, and then, simply because one or two tradesmen happened to change their minds in a moment of fickleness, they could re-open it all.

3146. But do you not think it would be better, as a previous witness suggested, that after two-thirds had decided to close, then there should not be another poll taken for a certain time, say, a limit of two years?—Yes, I should be in favour of a time limit.

Mr. *Diamond*—continued.

3147. You think that that would give traders on both sides a fair opportunity of considering how the thing was working?—Yes.

3148. And if, at the end of that time, half the traders were in favour of re-opening, you could not allow one-half to compel the other half to close their shops?—Not under the Bill.

3149. But you could not, could you?—My opinion personally is in favour of a bare majority to close them.

3150. Would not that do away with your other opinion that one-third should be able to compel two-thirds to keep closed?—A bare majority either way is my personal opinion.

Tuesday, 9th April 1895.

MEMBERS PRESENT:

Mr. Baldwin.
Dr. Farquharson.
Mr. Frederick Frye.
Sir John Gorst.
Mr. H. L. W. Lawson.
Sir John Lubbock.
Sir Blundell Maple.
Sir Francis Powell.
Mr. Tennant.

THE RIGHT HONOURABLE SIR JOHN LUBBOCK, BART., F.R.S., IN THE CHAIR.

Councillor JOHN JAMIESON, called in; and Examined.

Chairman.

3151. You are here to-day as representing the Scottish Shopkeepers' Union, I think?—Well, sir, I am a director of that union; I have been, for a very short time, indeed. I was sent for by a communication from this House.

3152. Yes; but you can speak for that union?—Yes.

3153. You yourself are a merchant clothier in Edinburgh?—I am.

3154. Is "The Scottish Shopkeepers' Union in Edinburgh," a fairly representative body?—Yes, I would deem it so; its influence is chiefly amongst the smaller class of shopkeepers.

3155. It represents many of the smaller class of shopkeepers?—Yes; where the late hours prevail chiefly.

3156. It comprises both shopkeepers and assistants, does it not?—Yes.

3157. Could you tell the Committee at all in what proportion it is made up of the shopkeepers and assistants?—No; I am rather unable to do that, for I have more taken a general interest in it; and it was at the solicitation of the other directors that I recently joined as a director; they thought I would be of use to them.

3158. At any rate, it represents fairly the general shopkeepers?—Yes.

Sir *Francis Powell.*

3159. Are you chairman of your body?—I am not.

Chairman.

3160. I think you are Vice-President?—I am Vice-President of the Merchants' Association of Edinburgh.

3161. And you have been for the last four and a-half years a member of the City Council of Edinburgh?—I have.

3162. And one of the representatives of the St. Leonard's Ward?—Yes.

3163. Which is chiefly occupied by the shopkeeping and industrial classes, is it not?—Yes, that is so.

3164. You are tolerably well acquainted with their feelings naturally upon the subject?—Yes, I think I am able to form a good judgment.

Chairman—continued.

3165. You are also a member of the Chamber of Commerce?—Yes.

3166. And, as you have said, Vice-President of the Merchants' Association?—Yes.

3167. In all those capacities I think you have taken considerable interest in the question which is now before this Committee?—Yes, I have; within recent years, at any rate.

3168. Have you any doubt that if the two-thirds majority of the shopkeepers was obtained, the Corporation of Edinburgh would put this Bill into operation if it becomes an Act?—I have no doubt of that.

3169. Do you believe that the two-thirds majority would be obtained under the Act?—Yes, I am strongly inclined to think that.

3170. Now, as regards the working classes, do you think they would be put to any inconvenience by the adoption of the Act?—I do not think so.

3171. I believe it is the case that the Edinburgh Trades' Council has passed a resolution in favour of shortening the hours of labour in the shops?—Yes.

3172. Could you tell the Committee approximately what the hours are of the smaller shops in Edinburgh?—Yes. It is with reference to the smaller shopkeepers, that I speak chiefly. There is a considerable section of the shopkeepers in Edinburgh at present that have early hours of closing.

3173. Those would be the larger shops, would they not?—Yes, the shops in Prince's-street, George-street, and streets intersecting those streets, and in some degree the north and south bridges; there is no reason for complaining of the hours there, for the quite good reason that as regards the classes that deal with such shops their shopping is done before five o'clock in the afternoon.

3174. The Committee quite understand generally that in Edinburgh and elsewhere in the richer neighbourhoods and the larger shops, the hours are comparatively short?—Yes.

3175. Could

Chairman—continued.

3175. Could you state what the hours are in the poorer districts in the smaller shops?—I should say the earliest prevailing hour is eight o'clock in the evening.

3176. What time do they open in the morning?—About half-past eight, perhaps, in the morning, until eight to half-past eight in the evening; that is, the most favourably placed of them; there are others that are open to nine, some till half-past nine, and even until 10 o'clock on week nights; and on Saturday evenings a great many of them only shut with the close of the week, 12 o'clock.

3177. I presume the shop assistants are kept some little while after the shop is actually closed in many cases, are they not?—Yes, that is so sometimes.

3178. Have you any hopes of curtailing the hours by voluntary action?—No; I really have no hope of that from my knowledge of the facts.

3179. And you believe that the small shopkeepers themselves would be glad of earlier hours provided they could be made general; is that the case?—Yes; I am satisfied that they are chiefly the supporters of the proposals in that direction.

3180. The small shopkeepers are the main supporters of the proposal?—Yes.

3181. You are aware of the general provisions of the Bill which is now before this Committee, are you not?—Yes, I am; I have a copy of it, and know about it quite well.

3182. I will not ask you at the moment to make any suggestions as to details, but I ask you, for the information of the Committee, whether you approve of the Bill as a whole?—I approve of the Bill generally.

3183. And you believe that it would do something to improve the state of affairs?—I approve of it chiefly in the direction of earlier hours in the evening; I think there would be greater mental and physical benefits from that than from anything else.

3184. Then the general outline of the Bill meets with your approval, and that of your association?—Certainly.

3185. Now, have you any suggestions on the clauses that you would like to bring before the Committee?—There have been one or two petitions in its favour from some bodies in Edinburgh.

3186. We will come to that in a moment; in the meantime let us just take the provisions of the Bill. Have you any suggestions you would like to make as to amending the Bill, or are you satisfied with it as it stands?—I am not so sure of the half-holiday being desirable, that is to say, a compulsory half-holiday. I strongly approve of the enforcing, by compulsion of a two-thirds vote, earlier hours at night.

3187. You are aware that the half-holiday is not compulsory unless it is adopted by a majority of two-thirds of the shopkeepers?—Yes. There are strong objections to the half-holiday being generally approved of, I think, seeing that a good many of the better class already shut on Saturday afternoon.

3188. Would you object to a provision which would enable the shopkeepers to determine that matter for themselves?—Certainly not.

Chairman—continued.

3189. Then you would approve of it?—I fully approve of the local option contained in the Bill.

3190. Then you would approve of the clause as it stands, because it is on the principle of local option?—Yes.

3191. I would like that to be quite clear: you observe that the half-holiday is not compulsory under the Bill; it only becomes compulsory provided two-thirds of the shopkeepers wish for it?—I quite understand.

3192. And that you approve?—Yes.

3193. Then may I take it that your association approves of the Bill generally as it stands?—It strongly approves of it; it is part of its Articles of Faith.

3194. We have had evidence from one witness that the trade journals generally were opposed to the Bill, "The Drapers' Record," for instance. Could you give the Committee any evidence upon that point; is it correct to say "The Drapers' Record" is opposed to the Bill?—I do not think it can be correct. I do not often see that "Record," but I have a copy of it before me of April 6th (the most recent copy), where it is stated that they have not expressed any final opinion whatever.

3195. Perhaps you would just read that part of it?—"One of the witnesses examined on Tuesday before the Select Committee on the Shops (Early Closing) Bill stated that the 'Drapers' Record' was 'dead against' legislation of the kind under consideration. This is not correct. We have not expressed any final opinion one way or the other, holding that the trade, which is the final authority on the subject, has not yet voiced its own view with anything like distinctness."

Sir *Blundell Maple.*

3196. Does not that paragraph go a bit further, and say something more?—It does.

3197. Will you read that?—"Were it otherwise there would hardly be much necessity for the Select Committee to seek evidence on the point."

Chairman.

3198. Now, "The Grocer." Can you give the Committee any information as to the views of "The Grocer"?—"The Grocer" is rather more strongly in favour of the Bill I should say. It says: "We have seen what the result of the present system is, viz., a failure; we shall not, therefore, object to see what legislation can do."

3199. Will you hand in those two articles from "The Drapers' Record" and "The Grocer," so that they may appear in the Appendix to our Proceedings?—Certainly. (*The documents were handed in.*)

3200. Then, on the whole, your association is in favour of the Bill, and you believe it would be welcomed as a boon by the small shopkeepers, and that there is no opposition to it amongst the working classes?—That is my opinion. As I have said already, it is chiefly among the small shopkeepers that the strong desire exists for the Bill being adopted. If there is anything to be regretted it is that the larger shopkeepers who have already satisfactory hours do not take sufficient interest in it, they are a little

Chairman—continued.

little unsympathetic. The working-classes, I know, would be quite in favour of it; certainly, they are in favour of it.

Sir *Francis Powell.*

3201. You gave us certain hours of closing in the smaller shops in the poor districts. Do those hours extend to all classes of shops?—Well, some trades are certainly worse than others.

3202. Are the hours which you have given applicable to trades in general?—Yes; I should say small drapers, and bootmakers, and hatters and hosiers, can all come under the same category.

3203. The great majority of all kinds and classes of shops?—Yes, the great majority.

3204. What intervals have you for meals?—An hour, or an hour and a-half for dinner is, I think, what usually prevails.

3205. An hour and a-half for dinner?—Perhaps an hour to an hour and a-half for dinner.

3206. Then have you an interval for light refreshments, such as tea, or the like, in the afternoon?—I do not think there is much provision made for that.

3207. Is there any?—I am not aware that they get out of the place.

3208. What is the hour of dinner?—Running from one o'clock on to three o'clock.

3209. Do you mean that assistants work from the hour you have mentioned up to the hour of closing without any interval for refreshment?—With the exception of dinner-time; there may be exceptions.

3210. From one to eight is seven hours; is there any interval allowed during those hours?—They go to dinner at one, say; they have at least from half-past two to eight.

3211. Without any opportunity of refreshment of any kind whatever, a cup of tea or a cup of coffee, or whatever it may be?—They may, inside the premises, get that.

3212. There are arrangements made that they may have that advantage, are there?—I do not think they are usually made.

3213. What is your objection to the half-holiday system?—I think it is not so suitable for a large town where there are a good many visitors coming into the town.

3214. Why not?—There are business inconveniences. It is very suitable, and in fact it has proved to be very successful, in smaller towns; and perhaps in towns which are purely industrial towns, but in show-towns or large towns, it is not just so suitable.

3215. We have had it in evidence from a Scotch witness, that with the exception of some of the great cities such as Edinburgh and Glasgow, the half-holiday is universal in Scotland?—Yes, I think it is quite suitable for the smaller towns.

3216. Why should not it be applicable to the larger towns if it is so good and so universal in the smaller ones?—It would be difficult to get it adopted generally where the Saturday afternoon is observed as a holiday to any extent. Then there is a further considerable inconvenience to the business community and to visitors.

3217. I understand the half-holiday is not a holiday at all to the shops in Edinburgh?—It is among the better class of shops.

Sir *Francis Powell*—continued.

3218. What time do they close on Saturday?—There are some who shut at two o'clock.

3219. That is practically a half-holiday for the larger shops?—Yes.

3220. Whereas the smaller shops have no half-holiday at all?—No; they have a longer day.

3221. I ask you: Is that fair and just and equal for the assistants?—No, it is not absolutely fair.

3222. Then do you think that the customers are incapable of becoming accustomed to a half-holiday in your great cities?—I cannot say honestly that I favour it; I do not expect so much benefit from it as from shorter hours generally in the evening.

3223. The only reason, I take it, that you have against it is that it would not suit the customers. My question again is: if it is suitable for all towns excepting the very large ones, why should it not be suitable for these large towns?—Well, you know, I can only speak of Edinburgh with any certainty; I understand that it is quite generally adopted even in as large towns as Leeds and Bradford.

3224. Then can you give the Committee any substantial reason, any really valid and effectual reason, why it should not be adopted in Edinburgh?—Only just what I have stated; indeed, with the want of general approval of it that exists, there is some doubt if it would secure the two-thirds majority; if it would do that, I am quite in favour of it.

3225. If it were to become generally popular, you would not oppose the popular voice in that regard?—Oh no, certainly not.

3226. Do you think public opinion is moving in that direction?—Well, the efforts put forth in Edinburgh have chiefly been directed to secure a half-holiday, and they have not been marked by any permanent success; but, of course, I attribute that just to the want of some form of compulsion, or some sort of guarantee that there will be a general shutting.

3227. Should you favour a general shutting supposing that could have legal authority?—I would.

3228. You would?—Yes.

3229. Your objection is not against the principle so much as against the purely voluntary system, that system being in your judgment not applicable?—I do not think the voluntary system will ever secure success in early closing.

3230. But you would not regret seeing a compulsory system of half-holiday?—No, I should not regret that.

Mr. *Tennant.*

3231. Are you in favour of another day being substituted for Saturday?—No. I think Saturday is the ideal half-holiday.

3232. You do; but you see great difficulties in the way of it?—I do.

3233. You are familiar with Edinburgh, I think you have said?—Yes.

3234. In applying this Bill to Edinburgh, would you treat Edinburgh as a whole, or would you

Mr. *Tennant*—continued.

you divide Edinburgh up into sections?—I would have a smaller area than the whole city.

3235. What lines of demarcation would you have?—Well, I have not quite thought that out; I think the wards would be quite suitable; or take perhaps two wards together, or something like that.

3236. I understand you would be in favour of shutting up one particular class of shop as against taking a poll over the whole of the shops of a particular district?—I think that would work best in a large city. [My answer surely incorrectly reported. I would certainly be in favour of a poll of all classes of shops.]

3237. Supposing you had all the shops closed at half-past six or seven in one ward, and you did not have them closed in the other wards; do you think that would operate unfairly?—No, I do not think that would be unfair; the classes of business being so diametrically different.

3238. Are they different on one side of the street to what they are on the other side of the street?—No, I should hardly say that.

3239. Then if you have got a town like Edinburgh you have got certain main thoroughfares which divide the wards from each other, have not you?—Yes.

3240. Is it not conceivable in the system you advocate that one set of shops should be shut on one side of the street, and others on the other side of the street left open?—No, I do not think that would happen.

3241. You do not think it would happen?—No. Well, yes it would happen if one ward adopted the compulsory system and the other did not.

3242. Have you any cure for that; because do not you agree that that would operate unfairly in practice?—Yes, it is conceivable that it might.

3243. That being the case, do not you think it would be simpler to take the city as a whole?—I still think that is a large area in a town as large as Edinburgh.

3244. We have had witnesses here from Scotland who advocate that principle for Glasgow, which is nearly three times the size of Edinburgh. You do not think that that could be done. I only want your opinion as a man conversant with Edinburgh?—Well, I think it would be simple enough. Without binding myself to say what wards should be the division, I think it would be simple enough to find a division that would avoid any injustice.

3245. But that is rather vague, is it not,—unless you can tell us in what manner you think it could be done?—As I say, I have not bent my mind just to that. I do point out this distinction in Edinburgh, that the greater number of the shops are in working-class districts, but there is a considerable number of them where the shopping is finished long before the present hours of shutting.

Chairman.

3246. You are, of course, aware that the Bill leaves it open, for instance, to Edinburgh to determine for itself whether it should be treated as a whole city, or by wards or by any other division?—Yes; I was just looking that up.

Chairman—continued.

3247. You would be in favour, would you not, of leaving this question to be determined by those who have local knowledge?—I think the local authority is quite competent to determine questions like that; and regarding the classification of shops I might be allowed to say that I have noticed some objections stated by the Scottish Trade Protection Society where they authorise objection to the measure to the effect that shops would be apt to adopt a different trade—a trade which comes under one of the exemptions,—so as to evade the operation of the Bill. Now I notice that that is left to be dealt with by the local authority as well: "If any question arises as to the classification of shops or trades for the purposes of this Act, or whether any particular shop or shops is or are included in any class to which any of the provisions of this Act or any application or order under this Act extends, such question may be referred to the central authority." I think that is quite sufficient to meet that objection.

Sir *Blundell Maple.*

3248. Then there is Clause 5 I will call your attention to?—"A shop in which trades of two or more classes are carried on shall be closed for the purpose of all such trades at the hour at which it is, by any order made under this Act, required to be closed for the purpose of any of them."

Mr. *Tennant.*

3249. I was just coming to that. Will you be good enough to tell the Committee whether you approve of that Clause 5 as it is drafted?—Yes.

3250. Have you in Edinburgh many large shops carrying on several trades; I know one or two myself?—Oh, yes.

3251. And do you think there would be any difficulty in asking them to close all their branches—all their particular departments,—on one or two days of the week?—No, I do not think so. In the case of any of the shopkeepers who carry on any of these exempted trades, it is quite a subsidiary feature of the trade.

3252. You may have a store which carries on the business of a draper, a grocer, a butcher, a provision merchant and everything else, quite a general shop, where you can buy anything?—Yes.

3253. There are such shops in Edinburgh, are there not?—Yes; and it is proposed to include all these trades under the order.

3254. Suppose you have the grocer shut on the Monday, the butcher on the Tuesday, and the draper on the Wednesday?—For the half-holiday?

3255. Well, I was thinking more of an early hour, say six o'clock; this Bill, I think, fixes six o'clock?—It would be far better to determine that by a general measure.

3256. This Bill would determine that, as I understand it: Is not that your reading of the Bill?—I am not quite sure about that.

Chairman.

3257. Are not these large shops generally early-closing shops?—Yes.

Mr. *Tennant.*

3258. What time do they close?—Some of them shut at six o'clock in the evening, others at seven.

3259. And what time do you think is a fair and reasonable hour at which to ask the majority of the shops to close on an ordinary week day?—I would extend it to eight o'clock.

3260. So that you think there is no difficulty under this clause of the Bill, inasmuch as the large shops carrying on several different trades do actually close before the hour at which you wish to compel the small shops to close?—Yes; there would be no difficulty with regard to that at all.

3261. That is another objection the Scottish Trade Protection Society had?—Yes.

3262. There is nothing in that, I think?—They say it would press hardly upon the small shopkeeper, because the big shopkeeper could keep his hands inside after the shop was closed working at packing up goods and making up orders.

3263. After the shutters are up?—After the shutters are up; but that is quite absurd, for nothing of that kind is done now, or only to a very slight extent; they would still be easily shut long before eight o'clock.

3264. That is to say, those shops which actually close at six or even seven, we will say, do not keep their assistants in after the closing?—Not any length of time.

3265. More than half an hour, we will say?—No, not more than that; that is the very outside I should say. The representations of the Scottish Trade Protection Society set out with guarding the interests of the small shopkeepers, and it is just the small shopkeepers who are most strongly in favour of this Bill.

3266. Because the small shopkeepers keep open I suppose later than the large ones?—Yes.

3267. Then you do not see any difficulty in the matter of shops that have several trades?—No, I think not; I think the local authority could settle that point quite well.

3268. You would understand, I suppose, that such a shop exists as one which carries on two or more trades, which keeps open until eight or nine o'clock at night. Suppose there is such a shop and that this Bill, if it became an Act, was acted upon, would it create very great difficulty to that particular shop?—I do not think so.

3269. You do not think it would?—Not to any extent.

3270. Why? Under the Bill you would be able to make it close every night at six instead of half-past eight or nine?—Under the Bill?

3271. Supposing it were acted upon?—It says, not earlier than six o'clock.

3272. Well, say half-past six, or seven, that would be a very considerable difference, that is my point. Do not you agree to that?—Do you mind stating your question again, sir?

3273. If there is such a thing as a shop in Edinburgh which carries on two or more trades and does keep open until eight or half-past eight, or nine or half-past nine, habitually, this Bill becoming law and being acted upon would make a very great difference to that particular shop would it not?—Do you mean by "two or more trades" inclusive of one of the exempted trades?

Mr. *Tennant*—continued.

3274. No, I do not mean necessarily that; I mean two or three trades which are closed?—No, I cannot see any difficulty there; I do not think it would make any difference.

Chairman.

3275. It would not make any more difference to that shop than to any other shop, would it?—No.

3276. The large shops already, generally speaking, close earlier than the hour which probably would be likely to be adopted under the Bill?—Yes.

Sir *Blundell Maple.*

3277. But there are plenty of stores for the poor people in the poor neighbourhoods that keep all sorts of things, are there not?—Yes.

3278. And they are open late now?—Yes.

Mr. *H. L. W. Lawson.*

3279. What is the membership of your association?—I cannot tell you that.

3280. Is it very small?—It is not very numerous in Edinburgh; it is mainly a Glasgow Association; it is only a district branch in Edinburgh. You are speaking of the Scottish Shopkeepers' Union?

3281. Yes, the association of which you speak to-day?—Well, I profess to speak for the general trend of opinion, and to the facts in Edinburgh.

3282. Of course, that must be very doubtful; the people you can speak positively for are the people of this association?—I cannot say that I came up with the idea that I was speaking for them entirely or exclusively.

3283. Has not another gentleman (Mr. Cooney) spoken here for the same association; another witness, do you know that, the chairman of the Scottish?—He is not chairman in Edinburgh; Mr. Little is the name of the chairman in Edinburgh.

3284. Do I understand that you are giving evidence for yourself, and not for any particular association?—I have pretty extensive knowledge of the whole.

3285. I do not doubt that. Are you giving evidence on behalf of the association here?—I can speak for that association; I can speak for other associations, and I can give you the facts.

3286. Could you tell me, then, for how many people you are speaking?—I could not.

3287. Has any resolution been passed at any town's meeting (or any burgh) on the subject?—Yes.

3288. What town?—The Merchants' Association, of which I am vice-president, has passed a resolution in favour of the principle of Sir John Lubbock's Bill. There is also a joint committee of the different traders' associations. There are several associations; they have a joint committee, and that joint committee has also passed a resolution of the same kind almost unanimously.

3289. Have public meetings been held upon the subject?—Yes.

3290. What public meetings have been held?—There

Mr. *H. L. W. Lawson*—continued.

—There was a large public meeting last winter (which I was at), which was addressed by Mr. Cameron Corbett, where Mr. Cameron Corbett argued in favour of early closing under such powers as those of this Bill, and was very enthusiastically received.

Chairman.

3291. And there was one the year before which I had the honour of addressing in the same way?—In the same year, was it?

3292. It may have been the year before, or the year before that?—Yes.

Mr. *H. L. W. Lawson.*

3293. From your acquaintance with Edinburgh would you say there was much difference in the interests of the different quarters of the city?—A good deal; but a great deal of it is just "use and wont." Undoubtedly, where the late shopping prevails they could be easily educated into early shopping.

3294. Are the shops kept open latest in the suburban districts?—They are kept open latest in the poorer class districts.

3295. That is, of course, because of the necessities of the poorer classes?—I do not think it is for the "necessities" precisely.

3296. What would you say was the reason of it?—Just an extremely bad habit that has grown up by the custom of years.

3297. Is it the case in Edinburgh that the hours in the bigger shops in the central part have diminished of late years?—That the hours have been shortened?

3298. Yes?—Oh, yes; I think they have been in the larger shops.

3299. What improvement has there been?—The adoption of two o'clock on Saturday and six o'clock during the week. It is a good many years old with some firms, but the number of firms coming under it is increasing.

3300. To the shops in that quarter this Bill would not apply?—No, it would not apply at all.

3301. It would only bring pressure to bear on the small shopkeepers in the outer districts?—Yes.

3302. And is there any expressed opinion on their part in favour of being coerced?—Yes; I think there is good evidence that they wish it.

3303. What evidence is there?—There is the evidence of those associations having passed resolutions on the subject where that class of shopkeepers is very well represented, and my own judgment is that if they were more strongly represented the decision would be still more emphatic; for those who are opposed to it are some of the larger shopkeepers, who are members of such associations, or wholesale merchants.

3304. Why, if they close now at six o'clock, should they be opposed to this Bill?—Well, just from the fear that a great many people have, that we are doing too much by legislation; some of them are strongly individualistic in their tendencies.

3305. The small shopkeeper is the man who would suffer by the Bill?—I do not admit that he would suffer.

3306. At any rate, he would be affected by the

Mr. *H. L. W. Lawson*—continued.

Bill; you say he is in favour of it?—Yes; I think he is the best judge of whether he would suffer or not; and if he thought he would suffer he would not be in favour of it.

3307. How many of the small shopkeepers have expressed an opinion?—There has never been any poll taken.

3308. No poll?—No; there has never been any vote taken.

3309. Therefore, it is quite a matter of opinion what they think or do not think?—One can only judge from the expression of opinion which has been given by public meetings, by the discussion of the subject at certain associations, and so on, and what one knows personally from contact with such shopkeepers.

3310. Do the workpeople in Edinburgh live a good deal in the outer parts of the city?—No; the rather well-to-do are in the suburban districts I should say; but they are not just so bad as in the working class districts; that is to say, bakers, large grocers, butchers, and so on; some of them shut comparatively early in residential districts.

3311. When do the hours of labour generally come to an end for workpeople in Edinburgh; at what time?—Five o'clock in a good many trades.

3312. Take a barber's trade, for example?—They are among the late shopkeepers, a great many of them.

3313. That is, of course, to meet the convenience of the workmen, I suppose?—Presumably it is for that.

3314. Do you believe that under this Bill it would be possible to close the barbers' shops much earlier?—I think so.

3315. Would not that interfere with the convenience of the working classes?—I do not think it would, because the working classes' hours have been very much shortened, and the shopkeepers' hours have not been, relatively, shortened at all.

3316. But in the case of the small barber's shop, or in the case of any barber's shop, the man can shut at what time he likes?—That is so; but he wants a guarantee that his neighbour shuts also.

3317. Has any attempt been made to come to an agreement in the different trades?—There have been repeated attempts, but they have been unsuccessful; they have always broken down from self interest being stronger than combination.

3318. Suppose this Bill were passed, do you think any ill-feeling would be aroused by prosecutions under it?—No; certainly my opinion is that it would be quite easily enforced from the fact that it would get public support, and operate, as all our good laws operate, without difficulty.

3319. If there is such a strong feeling in Scotland in favour of it, would you prefer it should be confined to Scotland?—I understand there is quite as strong a feeling in England.

3320. You have no opinion as to the Bill being first tried in Scotland?—No; I should have it operative all over.

Mr. *Frederick Frye.*

3321. You did not give us the numbers belonging to your association?—No, I really could not do that with any accuracy.

3322. Would you say there were 200, 300, or 400?—Well, it is not strong in Edinburgh; it has not taken very deep root.

3323. Are they composed of shopkeepers or assistants?—Both.

3324. How many assistants, do you think, are employed in Edinburgh, at a rough guess?—I could not really say; I would not even venture to make a rough guess.

3325. Then you spoke about the small traders; do not you think the effect of closing the small shops at the same time as the large ones would tend to drive the trade from the small shopkeepers into the hands of the larger ones?—No, I do not think that the effect of the Bill would be to make them shut at the same time.

3326. You think not?—I think that the large places will voluntarily shut somewhat earlier than a compulsory Bill would ask them to do.

3327. Then you gave it as your opinion that eight o'clock would be a fair time for the shops?—Yes, I think so. I think it would not be wise, perhaps, to make it any earlier than that.

3328. Do you think that there are many shops with assistants that work later than that, except on Fridays and Saturdays?—Oh, yes; decidedly.

3329. What are the hours for closing; you said six o'clock some of the shops closed?—Oh, yes; some in exceptional localities.

3330. You think eight o'clock would be a fair time?—I do.

3331. Then about the mixed traders; are there any hairdressers who keep a little tobacconist's shop, and who would have to close, although their neighbour, the tobacconist, might be allowed to keep open?—I have my doubts as to whether tobacconists should be exempted.

3332. Chemists; would you exempt them?—I would sooner exempt chemists than tobacconists; they are more necessary.

3333. Chemists sell all kinds of things nowadays, do not they?—Yes; I think they should not be exempted, except under certain conditions.

3334. Then there are newsagents?—I do not see why they should be exempted.

3335. They sell stationery and that kind of thing?—I do not see why they should be exempted.

3336. Then you know public-houses work the longest hours of any trade; would you exempt them?—I suppose special legislation is required for that business.

3337. Have not you a good many holidays in Edinburgh?—No, not many.

3338. What they call public holidays?—Very few.

3339. You say the half-holiday movement has not made any great strides there?—No; only just a temporary fitful sort of effort.

Sir *Blundell Maple.*

3340. But in the best neighbourhoods the best shops will close earlier?—That is on Saturday; they never have recognised a half-holiday during the week.

Mr. *Frederick Frye.*

3341. Is not Saturday a part of the week?—Yes; they close on Saturday, whether other shops are closing or not.

3342. At two o'clock?—They do not all shut at two; a good many shut at four.

3343. Do not you think that the voluntary movement has made great strides during the last few years?—I cannot see it.

3344. You cannot see that it has?—No.

Sir *Blundell Maple.*

3345. Are you a retail trader yourself?—Yes.

3346. Do you keep a retail shop?—Yes.

3347. And you let all your assistants go away from one to half-past two for dinner?—No, I do not let them all go at one time.

3348. But you told a Member of the Committee just now that they had an hour and a-half in your shop for dinner?—Yes, they have an hour and a-half.

3349. Each man?—Yes.

3350. What time does your first party commence dinner?—About a quarter before one.

3351. How long do they go away for?—An hour and a-half.

3352. What time does the second party commence?—About two o'clock—a quarter past two, perhaps.

3353. A quarter past two they commence to go away?—Yes.

3354. What time do they come back?—An hour and a-half after that.

3355. Not until four?—Nearly four.

3356. And they come in the morning and do not have anything until that time—four o'clock?—At a quarter past two they go off; they come about ten minutes before nine in the morning.

3357. How many shop assistants have you?—I have not many. I am in the clothing trade, where it is all large sales—what we call the "bespoke" clothing trade; not the ready-made.

3358. How many shop assistants have you?—I have four assistants.

3359. Four assistants; you can consequently let two go at one time and two at another?—Yes.

3360. In a large number of cases, in the larger shops, they cannot let half their assistants go at one time, can they?—No; but those very large ones are adopting very largely now the system of giving the assistants their dinner on the premises.

3361. And they go in so many different parties, do not they?—Yes.

3362. So many at one time and so many at another?—Yes.

3363. Do I understand you to say that you do not give your people any time for tea?—No; but they may get an opportunity of sending out for a cup of tea, and take it on the premises. We shut at eight o'clock; for three months in the year at seven o'clock, and on Saturdays about an hour earlier, so that mine is not among the very late shops.

3364. There are a lot of clothiers, I suppose, supplying the working classes who are open much later?—Oh, yes, later than that, although the clothing trade is by no means the latest trade;

Sir *Blundell Maple*—continued.

trade; the hat trade, and boot and shoe shops, and hosiers, and so on, are a great deal later.

3365. I suppose there are a great many shops in the retail portion of your trade that sell drapery as well as clothes?—A few; not very many.

3366. Surely they sell boots?—No, that is not the case much in Edinburgh.

3367. But you know it is the case in England, generally, that they keep boots and shoes, and shirts and hosiery?—Yes.

3368. And trousers and hats?—Yes.

3369. Do not you see the difficulty that this Bill would create as regards all these different classes of trades, as to what that particular trade any one of those shops should come under?—It is proposed to apply the Bill to all those trades.

3370. Supposing the bootmakers close on a Monday, and take their half-holiday on the Monday, and the tailors take their half-holiday on the Tuesday, and the butchers on the Wednesday, and the drapers on the Thursday; by this Bill one of these shops keeping everything would have to take a half-holiday on each of these days?—Yes; those are amongst the inconveniences of the half-holiday.

3371. That is why you do not agree with the half-holiday?—I am not much in favour of the half-holiday. The Bill would be a thoroughly good Bill without that; it would be a very desirable Bill without the half-holiday clause at all.

3372. And you think also that the hour that is in the Bill should be altered from six until eight?—It says, "Not earlier than six;" I would have no objection to see an earlier hour than eight o'clock, and it would depend on the shopkeepers themselves. There is no use in putting a Bill in operation later than eight, I would say. I think eight should be the limit of lateness.

3373. Just now you said you would have tobacconists close, and you would not exempt them?—Oh, I do not know; I would not commit myself to that.

3374. You said as regards newspaper shops that you would not have them exempt?—I do not see the use of it.

3375. You do not think they should be exempt?—I do not see any use in exempting them.

3376. You would not exempt them?—No, I think not.

3377. Lots of stationers now sell newspapers, do not they?—Oh, yes, but there is no need for newspapers being sold in shops after eight o'clock.

3378. No need for them?—None whatever.

3379. And hairdressers, they are not to be exempt by this Bill?—No, they are not to be exempted.

3380. It is to take effect as to them?—Yes, I think very properly.

3381. Also refreshment rooms; you said something about what you would do with them?—I think there might be that exemption.

3382. All refreshment houses?—Yes, I think so.

3383. Ham and beef shops?—Not where they sell it over the counter; not where they sell it for non-consumption on the premises.

Sir *Blundell Maple*—continued.

3384. Supposing the poor people go to these ham and beef shops in different parts to get some cooked meat; they have only just earned some money and want some cooked meat, having had nothing all day, perhaps; would you close those shops?—Yes.

Mr. *Frederick Frye.*

3385. Suppose they arrived late by train?—I say I would be in favour; at least, I would not object to see refreshment places exempted.

Sir *Blundell Maple.*

3386. These ham and beef shops: you would close them?—Where the people pay for it over the counter, and take it away with them.

3387. Suppose they went to a public-house; they could buy cooked meat there, and take it away with them, could not they?—I do not know that they could.

3388. Sausages, and all sorts of things?—I do not know; perhaps they could.

3389. That would drive them into those places of refreshment, would it not?—There are places besides public-houses.

3390. It is cold cooked provisions I refer to. In the Bill it says, "that places where hot cooked provisions are sold" are to be exempt. Cannot you imagine that most of the ham and beef shops about London (I suppose they are the same in Scotland: they are according to my memory) sell cooked things cold; they do, do not they?—Yes.

3391. Will they not be allowed to sell what is cold, though the Bill says they may sell what is hot?—Oh, well, that is a detail.

3392. I believe generally it is acknowledged that it would be an advantage to get earlier closing if we could get it; the difficulty is to know how we can apply it in a practical form?—Yes; I daresay there is nothing that could be proposed that would not present some few difficulties on some side or another, but in this case the benefits would preponderate so largely that I do not think any objections on that ground are worth looking at.

3393. Just now, I think, you said that as regards the districts you would leave different wards to act by themselves?—I am not just prepared to commit myself to a plan as regards that, but I think that is a matter that could be left to the local authority.

3394. You would leave that to the local authority to decide?—I think so.

3395. And the getting of the canvass done in order to arrive at the two-thirds majority, how would you do that?—Under the direction of the local authority, too.

3396. How would you call upon the local authority to enforce that?—Merely to dictate the way in which it should be done. I would have the report made to the local authority first of all, on the part of the shopkeepers of a locality, of course, and division in the districts might be done first; I think that would be a good plan.

3396*. What would you have it done by, by ballot?—I think I would divide the city into districts. As at present advised, that is an idea that I have a preference for; and then action could be taken by the shopkeepers in that par-

Sir *Blundell Maple*—continued.

ticular district, and representation made to the local authority.

3397. Who is to make the canvass?—The shopkeepers must devise means to do that, I think.

3398. Are the shopkeepers to vote by ballot, or are they to sign?—I think, when a representation was made by a certain number of shopkeepers in a district (you could name a number, 50 or 100), the local authority should then devise the means for taking the vote.

3399. Would you leave them to satisfy themselves or to obtain the vote?—Yes, I think so; I think it should be done by the local authority.

3400. You cannot conceive any difficulty arising?—Do you mean any difficulty arising from putting the Bill in operation?

3401. No, to arrive at the two-thirds majority of any particular class of shopkeepers?—No; I do not think there would be any difficulty.

Chairman.

3402. The small shopkeepers are a large majority, I suppose, in Edinburgh, as elsewhere?—Yes.

3403. Therefore, if the shopkeepers thought the Bill would be unfavourable to them they would not adopt it, would they?—Certainly not.

3404. Therefore the Bill leaves it in the hands of the shopkeepers to determine whether they will apply it or not?—Yes.

3405. Then, as regards the hour of closing, I understood you to say that practically eight o'clock would be the hour that would be probably adopted; but you did not mean to suggest, did you, that the hour of six o'clock, as a permissive hour, should be altered in the Bill?—No; I think that is quite unnecessary.

3406. As regards the wards, the Bill leaves it to each district to settle the divisions for itself. I understand you approve of the suggestions of the Bill in that respect, leaving it to those acquainted with the local circumstances to determine what would be the most convenient districts in each locality?—Yes.

3407. You were asked a question as to what would happen supposing one class of shops determined to have their half-holiday on the Monday, one on the Tuesday, one on the Wednesday, one on the Thursday, and one on the Saturday. Do you think it very likely that the local authority would agree to an arrangement which would be so inconvenient as that?—I think that difficulty could be obviated; I think the shopkeepers themselves would agree to fix on one day.

Chairman—continued.

3408. Therefore you do not think that is a practical difficulty?—No, I do not anticipate much difficulty there.

3409. Then, as regards a two-thirds majority; under the Bill it is left to the local authority to be satisfied that there really is a majority of two-thirds?—Yes.

3410. I understood you to say in the earlier part of your evidence that you thought, on the whole, that was the most convenient way of leaving the question?—Yes.

3411. Leaving it to the local authority to satisfy themselves as they may deem best, that there really is a majority of shopkeepers to the extent of two-thirds in favour of the Bill?—Yes, quite so.

Sir *Blundell Maple.*

3412. Do you know the working of the Shop Hours Regulation Act?—The Shop Hours Act, that is.

3413. The Shop Hours Regulation Act?—Yes.

3414. You know that that limits the employment of young people under 18 years of age to 74 hours a week?—Yes.

3415. Does that work satisfactorily in Edinburgh?—Yes, quite satisfactorily; it is quite recently that we appointed an inspector under the Act.

3416. And that is working satisfactorily?—Quite satisfactorily.

3417. As regards the limitation of the hours of shop assistants, I suppose you consider that shop assistants now work too long?—Yes; for the most part I think they do.

3418. Too long in the week?—Yes.

3419. Suppose the Shop Hours Regulation Act was extended to adult male and female workers limiting the time to 74 hours per week, would you consider that a satisfactory way of reducing the hours of labour of shop assistants?—No; I would prefer the provisions of this Bill. This Bill would require less inspection; it would work itself as it were. We would require a considerable addition to the number of inspectors if we adopted the Shop Hours Act all over.

Mr. HUGH RENTON, called in; and Examined.

Chairman.

3420. You are the secretary of the Belfast and North of Ireland Grocers' Association, I believe?—Yes.

3421. And you have come here to represent that association?—Yes, directly; I have also been asked to speak on behalf of some other associations.

3422. Will you kindly tell the Committee which other associations you represent?—I have been asked to speak on behalf of the Belfast United Early Closing Alliance representing various trades; the Belfast Vintners' and Grocers' Assistants' Association asked that they should be

Chairman—continued.

included; and the Belfast Drapers' Early Closing Association: I have resolutions from three of these bodies in favour of the Bill.

3423. Perhaps you will put them in?—Certainly. (*The resolutions were handed in.*)

3424. Now the Belfast and North of Ireland Grocers' Association: about how many members are there in that?—Upwards of 400.

3425. Are they both employers and assistants?—Employers.

3426. They are all employers?—They are all employers or shopkeepers.

3427. They are all grocers?—Yes.

3428. Now

Chairman—continued.

3428. Now will you kindly tell the Committee what (about) the hours are in Belfast at present?—Well, in the grocery trade, about half-past seven in the morning to half-past eight at night.

3429. And how about Saturdays?—Generally speaking, 12; in some cases 11; in the outskirts of the city it is often, in fact, after 12 o'clock.

3430. Is there any half-holiday?—No.

3431. Do you see any prospect of getting those hours shortened by voluntary action?—Certainly not; we have tried it repeatedly.

3432. Does your association represent a certain number of the smaller shopkeepers?—Yes, we have the smallest grocers in the city, and we have also the largest.

3433. Do you find that the smallest grocers are in favour of legislation?—They are.

3434. Your attention has been called to the general provisions of this Bill?—Yes, it has.

3435. I will give you an opportunity in a moment of making suggestions upon the clauses; but what is the view of your association with reference to the Bill generally?—They are practically unanimous in favour of the Bill as it stands. We decided, however, that Clause No. 5 should be extended so that publicans might have an opportunity of reducing their hours of labour if they felt so disposed.

3436. Your association is practically unanimous in favour of the Bill, but you would like Clause 5 to be extended to publicans?—Quite true.

3437. Do you feel any doubt that the local authority in Belfast would put the Bill into operation if the two-thirds majority of shopkeepers were in favour of it?—Well, I think we could probably force them to do it. Our association is very influential; we have some magistrates in connection with it.

3438. Therefore you would not be afraid that the Bill would not be put into operation?—No; I am not disposed to think so.

3439. You think it would be put into operation?—I think it would be put into operation.

Mr. *Frederick Frye.*

3440. Will you give me the number of members in your association?—We have upwards of 400.

3441. And are they all grocers?—No, I cannot exactly say that they are; we have some 30 or more, I think, identified with other trades.

3442. In Ireland, of course, most of the grocers are also publicans?—Well, that is not the case in Belfast.

3443. Not so much in Belfast as in Dublin?—Not so much in Belfast.

3444. In Dublin nearly all the grocers have retail licenses, and they have bars?—I understand so.

3445. You say that is not so much the case in Belfast?—No.

3446. But these off-licenses in Belfast are what they call grocers' spirit licenses, are they not?—Quite true.

3447. And they sell beer and wine in any quantities, so long as it is sold in a bottle?—Quite true.

Mr. *Frederick Frye*—continued.

3448. And that is sold to people to consume at their own homes?—Yes.

3449. What time do they close?—About 11 o'clock is the hour; they keep open generally as long as the statute will permit them.

3450. Do you think it would be fair to these traders that they should have to close, say, at six o'clock, whereas a public-house might be open until 11?—Personally, I do not think six o'clock will be the hour; I fancy seven o'clock will be.

3451. They might close at eight o'clock?—I do not see why they should not.

3452. Would not they lose trade?—I do not see why they would.

3453. Do not many of them sell bottled beer, for instance?—There is not a great demand for beer of any kind in the north of Ireland.

3454. Many of them sell draught beer?—Yes; but not exactly the spirit grocers, as we understand them; not the off-license holders; the publicans do.

3455. Then the spirit grocers sell beer in bottles, do they not?—Yes; there it is more of a family trade; family orders.

3456. Why do they keep open until 11 o'clock if they have no customers?—I suppose to sell the grocery goods to assist in paying the gas account. I may say that some of the largest spirit grocers do close early.

3457–8. Has your association considered this Bill and discussed it?—Yes.

3459. And you have had resolutions, I presume, to support it?—Quite true.

3460. You have no half-holiday in Belfast?—We have not.

3461. And these hours which you have given us would be in the poorer neighbourhoods, would they not?—Yes, principally.

3462. What time do they close in the better-class neighbourhoods?—About half-past six and seven.

3463. And you still think you might close these off-license holders at eight o'clock and allow the public-houses to be open until 11?—It is in justice to the off-license holders that we would be anxious for the publicans also to reduce their hours.

3464. Are these off-license holders anxious for this?—Yes; many of them are, so far as I understand.

3465. And a good many of them are belonging to your association?—Yes, we have a large number of them. Of course, they have an association of their own besides; I am not prepared to speak for them.

3466. My information is quite different?—I am not speaking on behalf of their association; I can only say the resolution was passed unanimously at our own meeting last week, and we had a number of them present.

3467. What is your association?—The Belfast and North of Ireland Grocers' Association.

3468. There is an association called the Belfast Wine and Spirit Grocers' Association?—Quite true; I am not speaking on behalf of it at all; I am only speaking on behalf of our own.

3469. The majority of those belong to that association?—I do not exactly know anything at all about their numbers.

Mr. *H. L. W. Lawson.*

3470. Are you in favour of bringing public-houses under the Bill, then?—We think they should be afforded an opportunity of reducing their hours of labour, if they feel so disposed.

3471. Are you in favour of bringing them under the compulsory clause of the Bill?—As far as I understand, it is not a compulsory clause in the Bill; it is a local option one.

3472. It is compulsory, subject to local option. Are you in favour of bringing them under that clause?—Certainly.

3473. And refreshment houses?—We do not mind refreshment houses.

3474. What about tobacconists and news agencies?—Well, they should get the opportunity of shortening their hours if they felt so disposed.

3475. Are you in favour of bringing the whole retail trade of the country without distinction under the Bill?—I should certainly give them an opportunity of coming under it.

Mr. *Tennant.*

3476. If this Bill were to become law, what time would you expect the shops to be closed by its provisions?—Well, personally, I am disposed to think seven o'clock would be the hour for five days, and nine o'clock on the Saturday night. I do not think that in the North of Ireland a half-holiday will probably become popular.

3477. According to your statement that would only reduce the hours of labour about six or seven in the week?—In the outskirts of the city.

3478. In Belfast?—It would be no advantage whatever in the centre of the city, but it would be a decided advantage in the outskirts.

3479. Do you say that it would be no advantage in the centre?—In the centre of the city, no; but it would be a decided advantage in the outskirts of the city.

3480. Then you do not think that this is going to be a revolutionary matter?—Certainly not.

3481. Is there a very great demand for legislation of this kind in Ireland?—Yes; in fact it has been adopted by all the associations I represent to-day.

3482. Notwithstanding the fact that you state that it would not really make a very great difference. It would make no difference, for instance, in the centre of the city, you say. The difference in the outskirts would be about six or seven hours in the week?—It will mean three hours, at least on the Saturday night.

3483. And about five hours the rest of the week?—Quite true.

3484. That is about eight hours in the whole?—Quite so.

3485. It might reduce the hours from about 80; are they about 80 now?—Close upon 80.

3486. Between 70 and 80, 72?—Quite so.

3487. I suppose, with regard to Belfast, there would be no difficulty in applying it to the whole of Belfast?—No, we certainly go in for the whole of Belfast.

3488. You would not divide it?—No, I would not

Sir *Francis Powell.*

3489. When do you open the shops in Belfast?—What hour in the morning, do you mean?

3490. Yes?—Half-past seven to eight o'clock, generally speaking.

3491. Is everybody expected to be there at that time?—Yes.

3492. What are your hours for meals?—In-door assistants, unfortunately, get very short hours; just as rapidly as they can swallow their meal is all they get.

3493. Answer my question; answer it in your own way, but do answer it. I ask you what are the hours for meals in shops in Belfast?—An hour, generally speaking.

3494. When, between what hours?—Between one or two.

2495. What do you mean by the expression "generally speaking"?—Because in-door assistants have no recognised hour. I myself have worked for 19 hours a day with only half an hour's cessation. They have no recognised hour for meals.

3496. What do you mean by "in-door assistants"?—Those who stop on the premises.

3497. Those who lodge on the premises?—Quite so.

3498. What is the custom in Belfast on that point?—In the larger business houses in the centre of the city they lodge off the premises, but in the outskirts principally on the premises.

3499. Then in the centre of the town they are chiefly off the premises?—Quite true.

3500. Therefore in the centre of the town they get this hour for dinner?—Quite so.

3501. But as regards the in-door assistants, they surely must have some time for the meal?—No, they have no recognised hour.

3502. But, "recognised" or not, have they an hour?—They have not.

3503. Do you mean to say that an assistant is kept on duty from half-past seven or eight in the morning until the late hour you have mentioned, without any regular opportunity for meals?—Quite so.

3504. Is that your statement?—That is my own experience.

3505. When was that experience?—Well, 15 minutes for dinner and the same for tea, and 19 hours without a break on a Saturday; Saturday and Sunday combined.

3506. How much for dinner?—Fifteen minutes.

3507. Fifteen minutes for dinner; and how much for tea?—The same.

3508. That is for the in-door assistants?—That is my experience.

3509. I asked you a moment since, Is that present experience or past experience?—Past.

3510. How long since?—Seven years ago.

3511. You are not an assistant now?—I am not.

3512. Then, have you any knowledge of the practice existing at the present moment?—I have not, but I know that they have no stated time; they get a certain length of time to swallow their dinner, and the same for tea, but they have not a full hour.

3513. Has the time (15 minutes) been extended since your experience?—I do not think that

Sir *Francis Powell*—continued.

that probably everyone was so badly treated as I was.

3514. But are you prepared to say that in Belfast, during the long hours you have mentioned, there are only two intervals of 15 minutes each for the in-door assistants, and those at uncertain and irregular intervals; is that your evidence before this Committee?—That is the evidence of my own experience, but that is not, generally speaking, now; popular opinion has come in to press for a little better terms.

3515. Then you are speaking of what was the case seven years ago?—Quite true.

3516. What about a Saturday half-holiday; what half-holiday have you in Belfast?—We have no half-holiday at all.

3517. The hours you have given regulate the whole of the week?—Quite so.

3518. But although the shops are open, according to your statement, during the hours you have mentioned, is everyone engaged during the whole of those hours, or do certain assistants have leave of absence?—They are only on leave of absence during the dinner hours, that is in the centre of the city, and they are on duty the whole of the day in the outskirts.

3519. In some towns, although the shops may be open during long hours, there is as regards each assistant a half-holiday?—I understand so.

3520. Although the shop goes on, each assistant has a half-holiday. Does that practice occur in Belfast?—It does not; there is no half-holiday or any such thing in Belfast.

3521. Do your remarks apply to all shops?—Yes.

3522. And all kinds of business?—Yes, quite so.

3523. Have you any arrangement for seats in the shops?—No.

3524. Have the assistants to stand the whole time?—Well, in the drapery business they have seats, but not in the grocery.

3525. Have they in any other kind of shops, booksellers' shops, for example?—Not that I am aware of; of course, they have not just so hard to work in those cases; they have not the constant labour there that they have in the grocery trade.

3526. Do these hours apply to the whole of the city. I presume in Belfast, as in other cities, you have a more wealthy district, and you have a comparatively poor district. Do these long hours obtain in the wealthy district?—They do, except in the centre of the city; the hours are practically the same in the outskirts.

3527. What are the hours in the centre of the city?—They are from eight till half-past six and seven.

3528. How large an area would you cover by "the centre of the city"?—It is not a large area, but we have some very large establishments in it.

3529. Does it include the chief establishments?—Yes.

Chairman.

3530. As regards the convenience of the working classes, there are places in which the Trades Council has passed a resolution in favour of some such Bill as this. Has anything of the kind been done in Belfast?—The Trades Council assisted the United Early Closing Alliance to obtain last year a voluntary early closing; they tried to bring moral suasion to bear on the working classes to make their purchases early, but I am sorry to say it was not successful.

3531. Then you believe the Trades Council of Belfast would be in favour of legislation of this character?—I do.

Sir *Blundell Maple.*

3532. Do you think the closing of these shops very much earlier than they are now closed would be a great inconvenience to the working classes?—Certainly not. The working classes from the factories get out at half-past five in the evening.

3533. Then they go home and wash, I suppose?—They might make their purchases before doing that.

3534. They go home to get their meals?—Quite so.

3535. Then after that they go shopping?—Quite so.

3536. Then what hour do you think these shops could be closed at?—Seven o'clock conveniently.

3537. That would not give them any time, would it?—It certainly would.

3538. You say the factories close at half-past five?—Yes.

3539. Then the people have to walk home?—Yes.

3540. What time do they get home?—A quarter to six, most of them, they live pretty convenient to the factories.

3541. Or six o'clock?—Or six o'clock.

3542. They would then have to wash and get their meal; they could not go out shopping until seven, could they?—The argument is that they have to go to the shops to make their purchases for their meals.

3543. To make their purchases for the meals of the next day. You must give the working classes some time to do their shopping?—We are anxious to do so.

3544. I assume that the working classes cannot do their shopping in the hours they have to be employed at the factory?—You must remember that the shops are practically at the corner of the streets; we say sometimes. Every fourth house in Belfast is a shop; they have no distance to go to the shops.

3545. You can imagine some instances where they have, cannot you?—It very rarely occurs.

3546. Not in Belfast?—Not in Belfast.

3547. In other neighbourhoods it would be so?—I do not think so.

3548. Would you be surprised to hear, as to some of the working people in London, that it is quite an hour's journey away from their own homes to where they are employed?—Yes, I would be surprised to hear it.

3549. There are lots of the working classes in London who go to their work at places an hour away from their own homes?—Well, I cannot speak for London, but in Belfast their purchases could all be made before six o'clock.

Sir *Blundell Maple*—continued.

3550. You think all the shops in Belfast could be closed without any inconvenience whatsoever at seven o'clock?—Certainly.

Chairman.

3551. I think I understood you to say that you believed that that was the feeling of the working classes in Belfast?—Most decidedly, sir; the working classes are in favour of it.

Mr. JOHN PARKER, called in; and Examined.

Mr. *Frederick Frye.*

3552. You are secretary to the Nottingham "Off" Licences Association?—I am.

3553. And you are sent here to represent the National Federation of "Off" Licence Holders' Associations?—Yes, I am.

3554. They have a large number of branches throughout the country?—There are 53 or 54 affiliated with the federation.

3555. Have you any idea of the number of members you represent?—We represent, in round numbers, about 12,000 "off" licence holders.

3556. You are also a holder of one of these "off" licences?—I am, and have been for 15 years past.

3557. And you and these various associations have considered this Bill?—Yes. I have copies of resolutions that have been passed at the annual council meeting of the federation from 1892 to 1895 inclusive.

3558. Would you mind reading one of those resolutions?—I will take the last one, if you have no objection. The last meeting was held at Bradford, Yorkshire, on the 20th March 1895. It was resolved: "(1.) That inasmuch as grave injustice would accrue to holders of "off" licences for home consumption if their places of business were compulsorily closed during the hours which holders of licences for consumption on the premises are permitted to remain open, this council instructs the executive to take such action as may be advisable to obtain facilities for evidence being tendered to the Select Committee on the Shops (Early Closing) Bill prepared and brought in the House of Commons by Sir John Lubbock. (2.) That Messrs. J. Parker (Nottingham), H. Coggan (Sheffield), Henry Brown (Leeds), and H. G. Crews (Manchester), do ask to be permitted to tender evidence on behalf of this federation before the Select Committee on Sir John Lubbock's Bill. (3.) That this council would respectfully suggest that the "off" licence associations of Birmingham, Leicester, Oldham, Bradford, Derby, Halifax, Leeds, Hull, Southport, and Blackburn do request the Select Committee of the House of Commons to receive evidence from those towns in favour of the exemption of "off" licence holders from the Shops (Early Closing) Bill."

3559. You put those resolutions in?—Yes, I do, sir. (*The documents were handed in.*)

3560. Now, will you kindly describe the nature of your business to the Committee?—My business is that of a retailer of beer only, off the premises, coupled with that of a grocer and provision dealer.

3561. Your business is, of course, a late one, because you supply the beer that people are in the habit of taking to their homes for their suppers?—That is so; principally at supper time.

Mr. *Frederick Frye*—continued.

3562. And you are very strongly opposed to this Bill if you are not to be exempt as public-houses would be if this Bill becomes law?—Most certainly we are.

3563. Can you tell me how many off-licence holders there are in Nottingham?—There are about 460; that represents of course the beer, and wine and spirits and beer, additional licences.

3564. How many publicans would there be?—There is a matter of something like 650, including beer-sellers, that is the "on" beer-sellers who have not full licenses.

3565. And you think it would be a hardship if you had to close say at 8 o'clock, and publicans kept open until 11 in the evening?—Quite so; it would practically ruin our trade, because it would drive it into another channel altogether, which I contend was never intended; in fact, I contend that the intention of the Legislature when these off-licences were granted was, that the public should be able to obtain their draught beer for home consumption without being compelled to go to the public-house to obtain it.

3566. And you would suggest as an amendment that these words should be put in after the "public-houses," "or licence holders for consumption on or off the premises"?—Yes; it is a matter of indifference how it is put, so long as we are included in the Schedule of exempted trades.

3567. The grocers, who sell wines and spirits, do their business quite in a different way, do they not, and do not want to keep open so long as you in your own trade?—They do not want to keep open so long; there is not so much necessity in their case.

Sir *Blundell Maple.*

3568. Are you also a grocer?—Yes.

3569. Then by Clause 5 of the Bill you would have to be closed if the other grocers wanted to close?—Yes, that would be so.

Mr. *Baldwin.*

3570. I understand what you want is that your hours should be the same as those of the publicans?—That is so.

3571. With that you would be satisfied?—Well, we represent what may be called domestic shopkeepers, inasmuch as nine-tenths of our off-licence holders shops are what may be called domestic shops; we do not employ assistants at all; therefore we cannot conceive why an Act should be made to apply to us where the business is conducted entirely by the members of the family at home.

3572. You would object to having shops closed where assistants are not employed?—Yes.

3573. That is your point?—We think that if there

Mr. *Baldwin*—continued.

there is legislation needed for assistants, that can be accomplished without interfering with those shops where there are no assistants employed.

3574. You think that such legislation should not apply to shops which are carried on by a man and his family?—Yes.

Sir *John Gorst.*

3575. Do not all grocers sell wines and spirits?—Oh, no.

Sir *Blundell Maple.*

3576. This Bill would affect you very seriously if the grocers, who are also in your neighbourhood, closed by a two-thirds majority. I suppose there are a lot of grocers' shops round your neighbourhood which have not got off-licenses?—Not large grocers' shops; these are nearly all on the outskirts of the town, they are nearly all domestic shops.

3577. But they are small shops that have not got off-licenses?—That is so.

3578. I suppose there would be three or four times as many grocers' shops without off-licenses as with off licenses?—Yes.

3579. Therefore, as two grocers' shops can shut up a third, these other shops being the larger number of grocers, they would be able to close you up with your off-license?—That is so.

3580. That would be the effect of the working of this Bill?—Yes.

3581. Can you speak generally for the impression of the off-license holders throughout the length and breadth of the country; can you speak generally as to that?—They speak their voice through their representatives at the annual council meeting; and I have just tendered the resolutions which have been passed by that council.

3582. Have you any idea how many off-license holders there are altogether?—There are 20,301 altogether. I will hand in this document which has been given to me by our hon. secretary; it shows the particulars of the retail "off" licenses for England and Wales, issued up to the 31st March 1894. (*The document was handed in.*)

3583. That, you say, shows 20,301 off-license holders?—That is so.

3584. They would all be affected by this Bill?—Of course there are many of them that already close at a very early hour.

3585. But still if the grocers in any particular town decided to close for a half-holiday those "off" license holders would have to close also?—They are not all grocers; for instance, in some instances butchers hold these off-licenses, greengrocers, bakers, and other tradespeople.

3586. Those hold off-licenses?—Yes; but those are very very rare instances; nine-tenths of them are held by grocers and provision dealers.

3587. Supposing off-license holders were exempted, that would necessitate the shop being open altogether, would it not?—I presume it would.

3588. You could not well have your shop open to retail, under your off-licenses, your spirits and beer and wine, your wine and beer, without selling other things, could you?—We could, if the law

Sir *Blundell Maple*—continued.

demanded that we should do so, but we conceive that it should not do so, because these are absolute articles of food which we contend the public ought to be able to purchase at the hour most convenient to themselves, that is, when many of the poorer class have the money to expend.

3589. You heard the last witness say just now that he thought, with factories closing at half-past five, the working classes would have plenty of time between half-past five and seven o'clock to do all their shopping; is that your experience?—Well, the factories do not close at half-past five as a rule. In Nottingham our principal trade is the lace trade, and when trade is brisk the machinery runs 20 hours out of the 24, from four in the morning until 12 at night the machinery is continually running in a busy time.

3590. And the factories are not closed by legislation?—Only so far as regards women and children.

3591. The factory itself is not closed at all?—No, certainly not.

3592. Adult male labour is allowed to work in factories as long as it likes?—Yes.

3593. And the factories are allowed to have different relays of workpeople?—Yes; they are not affected by the Factory Act in that respect.

3594. They are not affected by the Factory Act at all, as regards adult labour in the lace trade, which is a season trade in Nottingham?—Yes.

3595. At this time they are very busy, making curtains for the summer, and they work long hours?—Yes, pretty much so.

3596. And you say that that occasions late shopping, especially as regards off-licenses?—Yes. There are also the cases of day labourers of many descriptions, who receive their wages from day to day as they earn them; and they work in many instances until seven and eight at night, and then they want to purchase something for their families' requirements.

3597. The best class of shopkeepers now close very early, do they not?—Yes; they close not later than eight o'clock at night.

3598. And it is only in certain districts, is it not, where it is necessary for a few small shops to be open to supply the wants of these people?—Their principal time is after the larger shops are closed; they have not much chance to make their purchases while the larger ships are open.

3599. You heard a witness say just now, did you not, that the small shopkeepers would welcome this Bill?—Yes, but I do not believe it.

3600. You do not believe that they would welcome it?—No.

3601. Is it your opinion, I have heard it often (or very generally) expressed, that it would mean ruin to very many small shopkeepers?—I believe it would have a very ruinous effect upon the small shopkeepers.

3602. Taking you back again, I will ask you this question: I suppose in many districts the large majority of the shops now do close early; then in the same district there may be a lot of small shops, or a certain number of small shops, which have to be kept open to supply the wants of the working classes?—That is so.

Sir *Blundell Maple*--continued.

3603. And the larger majority, closing, could force these small shops to close also, could they not?—They would wish to do so if they could.

3604. That is their desire, to close these shops?—Yes; they have the practical monopoly now, but they appear as if they want all.

3605. And they, being in more than a two-thirds majority, would have the power of shutting these small shops up?—Yes, that would be so.

3606. And you contend that would be very detrimental to the small shopkeepers?—Yes, I do, indeed, ruinous.

3607. You have had great experience as regards classification; you know the retail trade generally, I presume?—Yes.

3608. You know there are shops that keep all sorts of things, do you not?—Yes, I do.

3609. Those shops that keep all sorts of stores do not only appertain to the upper class, but are to be found among the lower class, are they not?—I do not gather your question quite.

3610. There are small shops in the poor neighbourhoods, are there not, where all descriptions of things are sold?—Yes.

3611. Grocery, drapery, medicines (I have seen a card once with "violin strings" on it) patent medicines, flour, butter, cheese, and all sorts of things are to be found in the small shops as well as in the large stores, are they not?—Yes, that is so.

3612. And more generally, it is the small shops that keep all these things?—It is so.

3613. Therefore this Clause 5 of the Bill which would compel the shop to be closed, practically, for the purpose of one particular description of trade, to be closed for the purpose of all, would seriously affect those shops that dealt in everything?—It would.

Chairman.

3614. Do I understand you to say that, in your opinion, there are a great many more large shops than small ones?—Than small ones? Oh, no, I did not say so; I think the smaller shops predominate.

3615. Then, in that case, as this Bill cannot be put into operation unless there is a majority of two-thirds, does it not follow that the shopkeepers have the matter in their own hands (if they really would be injured by the early closing), and that all they have to do is to vote against it?—I do not think the Bill draws any distinction.

3616. But if they thought they were going to be injured by it, they would not put the Bill into operation, would they?—I do not think the Bill draws any distinction between large shops and small shops, in any particular trade. Grocers and provision dealers are all grocers and provision dealers, whether they have small shops or large.

3617. Certainly; but do not you see that if the small shopkeepers are, as you very justly say, a large majority, and they think they are going to be injured, they will not put the Bill into operation; the Bill cannot come into operation unless a majority of two-thirds wish it?—I quite see that. I had the opportunity yesterday of having a conversation with Alderman Pullman, the President of the Half-Holiday Association in

Chairman--continued.

Nottingham, and he told me that, as far as Nottingham is concerned we need not have any fear of the Bill, because the voluntary system is so much in vogue there that there is no requirement for any legislation. I come here to speak more on behalf of the off-license holders throughout the country than for those of my own particular town.

3618. As regards the hours, how long are the off-license holders hours?—The domestic shops open at eight o'clock in the morning, and remain open until 11 at night; they close at the same time as the publicans, and on Sundays the same as the publicans.

3619. You open at eight o'clock, and close at 11?—Yes; but the work is not continuous by any means.

3620. But the assistants have to be in the shops?—Shops where assistants are employed are not open those hours, or very rarely indeed; there are scarcely any (not more than 2 or 3 per cent.) of the off-license holders that employ assistants at all.

Mr. *Frederick Frye.*

3621. Of course there are a great many more small traders in other trades than in your own; the number of off-licensed holders in Nottingham is small as compared with the rest of the small traders?—Oh, yes.

3622. And if they had this veto, and they chose nine o'clock as the hour of closing, you would be in a great minority, of course?—Yes, unless exempted by the Bill.

Chairman.

3623. You say the shops open at eight and close at 11; that makes 90 hours per week?—Yes.

3624. You consider it a great hardship that you should not be able to sell beer at these late hours; but do not you think it a very great hardship that shop assistants should have to work 90 hours a week?—We are not continuously in work during those hours; if we were, I should advocate some system of restriction.

3625. But they have to be in attendance those hours?—We find that either the husband or the wife in the morning or the afternoon can go out alternately, just as they think well to arrange it.

Mr. *Frederick Frye.*

3626. In fact there are periods in the day when there is really nothing doing, are there not?—Oh, yes; very little indeed.

Chairman.

3627. Still the assistants have to be in the shops, have they not?—I am scarcely speaking on behalf of assistants.

3628. No; but I am?—I have just said there are not above two or three per cent. of off-license holders who employ assistants.

3629. Will you let me ask my questions before you begin to answer; you cannot answer properly until you have heard what the question really is; I put this to you: you think it a great hardship that you should not be able to sell beer during these long hours; then I ask whether you do not think it a great hardship that the shop

Chairman—continued.

shop assistants should be kept in the shops 90 hours a week?—I do most certainly.

3630. Now, I ask: how would you propose to remedy that state of things?—I would apply the Shop Hours Act.

Sir *Blundell Maple.*

3631. The Shop Hours Regulation Act, you mean?—Yes, the Factory Acts; the same Acts that apply to women and children in factories.

Chairman.

3632. Do you think that would be popular with the shopkeepers generally; do you think they would prefer that to the provisions of this Bill?—I do not think there is any shop proprietor that has any intention or disposition to keep his assistants at work 90 hours per week; in fact I do not think such is the case. When I say that 90 is computed as the number of hours, I refer to the domestic shop.

3633. But a great many of the off-licence holders employ assistants, do they not?—No.

3634. Very few of them?—Very few, indeed. I have just said about 2 or 3 per cent. would represent them.

3635. Then, as regards the domestic shops, you have already stated that they are more numerous than the great shops, and therefore if they did not wish to come under the Bill they need not do so; they have only got to vote against it to prevent coming under it. You have already said that the small shops are in a large majority?—Yes, I say so.

3636. The Bill cannot be put into operation unless there is a majority of two-thirds in its favour; therefore, if that is the case, and two-thirds of the small shops are against it, it cannot be operative?—We cannot conceive why there should be any legislation promoted of this kind.

3637. I was not dealing with your opinions, I was asking you as to facts?—But that is our point.

3738. You wish the off-licence holders to be exempted from the Bill, as I understand?—Yes.

3639. Do you think it would be fair to the other grocers that grocers who had off-licenses should be allowed to keep open while the other grocers should be compelled to be shut?—It would be a most difficult task to draw a line as to what to sell and what not to sell.

3640. That was not my question; we will come to that in a moment; but do you think it would be reasonable or just that the grocers who held off-licenses should be allowed to keep open to these excessively late hours, when the other grocers who had not off-licenses were closed?—I take my stand, sir, upon my previous statement; with regard to domestic shops, I think there should be no interference by law, that is to say, with shops in which no assistants are employed.

3641. That is not an answer to my question; still I will take it for what it is worth. You are not here to ask the Committee to allow the off-licence holders to sell beer provided they do not sell the other articles in which they deal?—If it came to a matter of that kind we should prefer having the power to sell beer to being closed entirely.

Chairman—continued.

3642. You are aware, of course, that there are a great number of persons who object to the off-licences altogether; have you considered whether your opposition to this Bill may not lead to the off-licences being done away with altogether?—I do not think so.

Mr. *H. L. W. Lawson.*

3643. May I ask you what amount of actual work would be done in a domestic shop during the day of how many hours?—Out of the 15 hours that I was speaking of, with regard to the off-beer licences, I take it you mean the small grocers' shops are not open those hours. We conceive with regard to the off-beer licences that the Legislature intends us to be open the same hours as a public-house, and we pay a percentage of licence duty upon that basis. Upon those grounds we conceive that it is our duty to keep open while "on"-licence holders are open; but the smaller grocers' shops are not open during those hours.

3644. I understand that, but my point is this: supposing there to be a small shop of the class you have described in a working-class district. I presume most of the trade will be done late?—That is so.

3645. Then during the middle hours of the day very little would be done in the shop at all?—Very little indeed.

3646. My question is, if you will answer it, how many hours actual labour would be performed by the man, or his family, in that shop?—I should say, taking an average shop, not over eight or nine hours.

3647. Are you aware that in the Bill compulsion can be applied either in a large district or in a small district; that is to say, in the large area of a county in the case of London or in smaller districts or wards?—Yes.

3648. I think, in answer to the Chairman, you admitted that the small shopkeepers were in the majority?—Yes.

3649. But of course you are aware that in taking a vote over the whole of the districts, certain districts might practically decide what the course should be that the council should pursue? That might be so.

3650. Therefore great injury might be done to particular interests of one district by the others predominating?—That is so.

3651. A vote might be taken for the whole town or city as well as for a ward in it?—Yes; according to the Bill.

3652. Do you believe it would be contrary to public convenience in working-class districts to close shops there compulsorily at the same time as in the central parts of the town?—Most decidedly I do, and that it would be unjust to the shopkeepers as well.

3653. You admit that long hours of course may be prejudicial to the health of assistants?—I do.

3654. You think that could be met by extending the Shop Hours Regulation Act to all persons?—In the shops where assistants are employed they are bound to be on duty, whether they are actually working or not, but a shopkeeper without assistants can take his leisure; he can please himself.

Mr. *H. L. W. Lawson*—continued.

3655. Do you believe there would be a widespread feeling against proceedings taken under this Bill, should it become an Act, in the courts of law?—I do indeed.

Sir *Blundell Maple.*

3656. Just now, when you answered a question of mine, you said that the large majority of shops in different neighbourhoods close now much earlier than the off-licensed shops close?—That is so.

3657. And it is these grocers, who are the large majority as compared with the off-licences, that would be able to close you?—That is so.

3658. You did not mean that the large shops, because they are not so numerous, would be able to close the small shopkeepers generally, but that the small shopkeepers themselves in different districts now close earlier than off-licensed shops?—That is so.

3659. They would be able to close the off-license shops?—As a rule.

3660. That is what you meant?—That is what I meant.

Mr. HENRY COGGAN, called in; and Examined.

Mr. *Frederick Frye.*

3661. YOU are president of the Sheffield "Off"-Licenses Association?—That is so.

3662. You are also a holder of one these "off"-licenses?—Yes; I have been for over 21 years.

3663. You have had great experience of the trade?—I have.

3664. You have heard the evidence of the last witness, have you not?—Yes.

3665. Do you confirm all he says?—Yes, in particular I do about the hardship that would be brought about on the off-license holders generally throughout the country.

3666. You have given me a return just now of the number of customers that you canvassed, or into whose shops you went at Sheffield on Friday night last?—That is so.

3667. Will you read them out. You had better describe how the canvass was taken first?—Last Friday I made it my duty during the afternoon to visit ten shops, selecting two out of each Parliamentary division of Sheffield, and asked the proprietors of each of the places if they would kindly furnish me by Saturday's post with the number of customers that attended their shops from the hours of eight to nine, nine to ten, ten to eleven, and to seriate how many of them were beer customers in each hour, and how many were customers for provisions. When I speak of "provisions" I mean polony, cheese, pork, steak, or anything of that sort, for supper time. At No. 1 shop, during the hour from eight to nine, there were 71 customers for beer and 63 for provisions.

3668. Read the totals, please, and hand in the particulars?—The sum total for the 10 shops in the three hours was 2,386. (*The document was handed in.*)

3669. If those people preferred to come where they could buy their beer to take home rather than to go into public-houses, and your shops were closed under this Bill, you would drive all those to the public-house, would you not?—Yes, that is so. The majority of people that are customers to these outlying shops are people who work late. I am speaking principally on this occasion on behalf of Sheffield, though I represent the Federation of Off-Licence Holders of England. They work, as a rule, in Sheffield till eight o'clock at night, and some of them have to walk a distance of two or three miles home; consequently it is nine or half-past before they require their supper beers, and the different articles required for consumption for supper.

Mr. *Frederick Frye*—continued.

3670. Your trade is done chiefly in the middle of the day, before dinner time, and late in the evening after eight o'clock at night, for supper beer?—That is so.

3671. And you maintain that your trade would be ruined, and that of many others in Sheffield, if this Bill became law without having you exempted, as publicans are at the present time?—I do.

Chairman.

3672. There is an association called the Sheffield Retail Traders' Association, is there not?—Yes, I believe there is.

3673. They are, I believe, in favour of this Bill, are they not?—That I could not say; I have no knowledge of it.

3674. You say that you inquired at 10 shops; about how many assistants were there employed in the first shop that you gave us the detail of?—There is not any assistant at all; in none of the 10 are there any assistants.

3675. Not in one of those 10?—Not one; the business is worked principally by the man and his wife.

3676. Do you agree with the last witness, that scarcely any of the off-licence holders employ any assistants?—I do.

3677. In fact, you agree generally with the evidence which Mr. Barker has given?—I do.

Mr. *Frederick Frye.*

3678. By "off-licence holders" you mean those who sell beer?—Yes.

3679. Not those who sell wines and spirits?—No; the draught beer for supper.

3680. Is this a list of the associations connected with your trade throughout England?—Yes. (*The document was handed in.*)

Chairman.

3681. Are you not aware that the Sheffield Retail Traders Association sent a representative to the Nottingham Congress to support this Bill?—I am not, sir. We, as an association in Sheffield, are different, and apart altogether, from the retail dealers. We are mixed trades, and we consider that it would be a hardship to be brought under this Bill; in fact, it would mean ruination to myself. I own my own premises, which cost me 2,300*l.*; I had to buy them at an enhanced price, and, if this Bill becomes law, I am practically ruined.

3682. Do

Chairman—continued.

3682. Do you employ no assistants yourself?—None; I have not done so all the years I have been in business, 25.

3683. What do you sell besides the beer?—Groceries, beer, bottled beer, polony, cheese, mincepies, a little pork pie, and a generality of things for home consumption.

3684. And do you agree with the last witness that there would be great difficulty in allowing the off-licence holders to sell the beer, and to shut them up as regards the other articles in which they deal?—I do not perfectly understand you, sir.

3685. One of the Members of the Committee asked the last witness whether he thought it would be possible to exempt the off-licence holders from the Bill, so far as beer was concerned, so that they should be still able to sell the beer, but that they should not sell the other articles in which they compete with the other shops?—The hardship would be modified to a certain extent, but still the hardship would remain. It would be very hard for workmen's wives coming for supper beer not to be able to get cheese or polony, or brawn, or anything of that kind; in fact, we do more business in our place from 8 to 11 at night than we do all the day previous.

Sir *John Gorst.*

3686. Would not that hardship be a hardship upon the workpeople only; it would not be a hardship upon you, would it? I mean, if you could conduct business under your off-licence the same hours as the public-houses do and were shut up only as to the groceries, that would be no hardship on you, would it?—No, certainly; it would be a hardship in a sense.

3687. On the work-classes?—Yes; but it would be a hardship on the off-licence holders generally, for this simple reason: the big shopkeepers in the heart of the city perfectly inundate the outskirts of the city with travellers getting family orders, and we only come in as a kind of

Sir *John Gorst*—continued.

makeshift for the needful supply of things that they have run out of in general grocery.

3688. But still that hardship to you would be a hardship which you would share with the grocers who had not off-licences?—Yes.

3689. Then if you and the grocers who had not off-licences did not agree to the early closing, it would not take effect, would it; you would have the protection in your own hands, would not you? If all of you chose to refuse to close early, there would be no early closing under this Bill?—We do not require it; we want to be left precisely as we are.

3690. Still you can protect yourselves under the Bill, can you not?—It is very questionable; it is allowing the thin end of the wedge to get in; it is direct interference, to my mind, with the individual.

3691. Then quite apart from your peculiar off-licence grievance, you are opposed to the off-licence part of the Bill altogether, are you not, as "the thin end of the wedge"?—I am opposed to it from the off-licence stand-point, but I am perfectly in favour of the assistants having a holiday. If the assistants got as much holiday as the off-licence dealers generally do throughout the week, they would have considerably more than they would get under this Bill even with the half-holiday granted to them.

3692. You think the hours of shop assistants are unduly long, do you not?—Where the half-holiday has not taken place; but in Sheffield it works exceedingly well, the voluntary half-holiday. All the large shops in the city close on a Thursday afternoon.

Sir *Francis Powell.*

3693. When does the half-holiday begin?—At one o'clock.

Mr. *Baldwin.*

3694. Do the small shops close as well as the large?—Not in the outskirts.

Friday, 26th April 1895.

MEMBERS PRESENT:

Mr. Cameron Corbett.
Viscount Cranborne.
Mr. Diamond.
Dr. Farquharson.
Mr. H. L. W. Lawson.
Sir John Lubbock.
Sir Blundell Maple.
Sir Francis Powell.
Mr. Tennant.

THE RIGHT HONOURABLE SIR JOHN LUBBOCK, BART., IN THE CHAIR.

Mr. ROBERT DUNWOODY, called in; and Examined.

Chairman.

3695. YOU are president of the Grocers' Federation?—I am.

3696. Which is an association, I believe, representing the grocers of the whole of the United Kingdom?—Yes.

3697. With a number of different branches in different places?—Yes.

3698. And you are the president of the whole association?—Yes, for the years 1894 and 1895.

3699. And you yourself are in business in Belfast?—I am.

3700. You have paid a good deal of attention to the subject now before the Committee for some years, have you not?—I have.

3701. Could you give the Committee any evidence as to the length of the hours, in your own district, of shop assistants?—I can. I would divide them into two, or perhaps three, classes in the city of Belfast. There are about 80 large shops; these close at about 7 o'clock in the evening. On Saturday evening there is an exception; the hour is then 10 or 11 o'clock for the same class of shops. Then the smaller shops keep open every night till about 8, some of them after that; but, broadly speaking, about 8, and on Saturday nights 11 o'clock.

3702. At what time do they open?—The smaller ones open about 7.30; and the larger ones, the first lot I referred to, open about 8 o'clock.

3703. All the smaller shops open at 7.30, and close when?—They open at from 7 to 7.30, and they close at from 8 to 9 on ordinary evenings, and on Saturday evening at from 11 till 12.

3704. And, in your opinion, I believe those hours are undoubtedly long and might be shortened without any disadvantage?—That is not only my opinion personally, but it is also the opinion of a large percentage; in fact, it is the general opinion of the shopkeepers themselves. They desire it.

3705. Can you put in any resolutions, with reference to the subject, which your Grocers' Federation have passed?—I can. I have a series of resolutions sent to me by the secretary

Chairman—continued.

of the Federation for that purpose. Of course, I was speaking just now of my own district.

3706. I quite understand that with reference to the hours you were speaking with regard to your own district?—Yes.

3707. Now, coming to the Federation, you are going to be good enough to tell us of any resolutions which they have passed?—With regard to our own association of Belfast, I should say, speaking of it alone, that it is called the Belfast and North of Ireland Grocers' Association: but I now speak of the membership in Belfast alone. We have about 400 members, and they passed a resolution unanimously in favour of the present Bill. Of course, in saying that, I should add that some of them would like it strengthened, and some of them would like it a little weakened; but they passed a resolution in favour of it as it stands, and a considerable number of them present were what we call spirit grocers in Belfast. That is a matter that I might refer to again. Then I may say that the latest association which has joined this Federation, the latest association in formation, is in the county town of Cavan; and this morning they sent me two resolutions in favour of this Bill, which I wish to hand in, as well as that from the Federation. This is the first resolution from the Cavan Grocers' Association: The meeting unanimously passed a resolution in favour of the Early Closing Bill as it now stands. The second is that the grocers having spirit licenses were in favour of being brought into the Bill, provided their hours of closing be settled by themselves. I wish to hand that in.

Sir *Blundell Maple.*

3708. What you call off-license holders, you mean?—That designation I do not understand; we have not got it with us.

Chairman.

3709. Then as regards the Federation itself?—With regard to the Federation itself, I have a copy of a series of resolutions sent to me by the secretary, which I wish to hand in, making one observation

Chairman—continued.

observation at least in regard to one statement that it contains.

3710. Will you, kindly, just read the resolutions?—Yes.

3711. There are not very many, are there?—No; they will not take long. On the 19th November 1891 at the first Grocers' Federation Congress, held in Birmingham, a resolution in favour of legislation on early closing was carried, 28 voting for, 10 against, and 57 members of the congress not voting. That is the resolution which I wish to make a remark about. I telegraphed to the secretary to be present here this morning, as I wished to ask him a question upon that resolution. I was present then when that resolution was passed, and I do not understand this statement, that 57 members of the congress did not vote, because as a rule they voted if they had a right to vote; but at our congress meetings there are sometimes men present who are delegates, but not voting delegates; and every man had the right to vote if he wished to vote. I would take it, therefore, that if he was present and did not vote, at any rate he was not against the Bill.

Sir *Blundell Maple.*

3712. At what date was that held?—On 19th November 1891.

3713. That was not in reference to this Bill, then?—They voted for a resolution in favour of legislation on early closing. The question was, voluntary action or legislation; and the vote was in favour of legislation.

3714. But that was not in reference to this particular Bill?—I cannot answer that, because I do not know how long this Bill has been in existence. I am reading the resolutions that were passed by the Federation. At a meeting of the committee (whether this is the Parliamentary Committee or the General Purposes Committee, I do not know exactly; but it was either one or the other) held on Thursday, 3rd March 1892, the following resolution was carried by six votes to five, the chairman and one other member abstaining from voting: "That this committee support Sir John Lubbock's Half-Holiday Bill."

3715. That is another Bill?—Yes.

Mr. *Diamond.*

3716. To a committee of what association are you referring?—A committee of the Grocers' Federation.

3717. In Belfast?—No, in the United Kingdom; the Federation of Grocers' Associations.

Mr. *Lawson.*

3718. Is that an Irish committee, or a committee of the United Kingdom?—A committee for the whole of the United Kingdom; this is a committee of the whole Federation; there are two committees. I am sorry the secretary is not here, because I am just raising the question myself that I do not know whether it was the Parliamentary Committee or the General Purposes Committee.

Chairman.

3719. Perhaps you will ascertain that, and put it in your answer?—I will. I see the

Chairman—continued.

difficulty myself, and I raise it, "That this committee support Sir John Lubbock's Half-Holiday Bill." A motion in support of the Early Closing Bill proposed by the Liverpool Association was carried at that particular meeting. Then on 12th October 1892 the following resolution was carried: "That the thanks of this Federation of Grocers' Associations be tendered to the Right Honourable Joseph Chamberlain and the Right Honourable Sir John Lubbock for their valuable advocacy for the earlier closing of shops." That was at the annual meeting of the Federation on 16th November 1892. The following resolution was carried by nine votes to two. This is a committee meeting again: "That this committee hereby re-affirms its opinion in favour of the principle of early closing contained in the Bill drafted by the Liverpool Association." That Bill, I think, is before you. On 8th June 1893 the following resolution was carried: "That the committee find the draft Early Closing Bill of the Liverpool Grocers' Association a comprehensive proposal. That Sir John Lubbock's Bill having been considered, Clauses 5, 8, 10, and 12 in it be objected to as being too indefinite." That is the opinion of that committee. The secretary is now present, and he informs me that he will be able to give that information which I had undertaken to supply.

3720. The next resolution was passed on the 16th of May 1894, I think?—On 16th May 1894 it was resolved to oppose Mr. Provand's Shop Hours Amendment Act, then before the House of Commons. I do not know what Act that is. I do not know anything about it, and have no evidence to give, so far as I am concerned.

Sir *Blundell Maple.*

3721. You mean "Bill"?—It is "Act" here.

3722. It should be "Bill"?—On the 22nd May 1894 it was decided to object to Sir John Lubbock's Shops (Early Closing) Bill, on the grounds given in June 1893. That refers to Clauses 5, 8, and 10, which have been already referred to. On the 26th February 1895 it was resolved: "That each association affiliated to the Federation should, if it so desired, give evidence through its own witnesses, but that the Federation adhere to the objections to Sir John Lubbock's Bill made in June 1893." I wish to make an observation upon that. I want to be perfectly candid. I am a member of this committee as president, but I was not present, and the observation I wish to make is, that I question whether any committee has got the right to express an opinion until the Federation has endorsed it.

3723. We need not go into the internal arrangements of your Federation?—Very well; but the Federation adheres to the principle of Sir John Lubbock's Bill.

Mr. *Lawson.*

3724. The Federation object to that Bill?—No; I will read it again: "That each association affiliated to the Federation should, if it so desires, give evidence through its own witnesses, but that the Federation adhere to the objections

Mr. *Lawson*—continued.

to Sir John Lubbock's Bill made in June 1893."

Chairman.

3725. Now I should like to ask you whether the modifications that have been made in the Bill since have removed your objections?—They have removed the objections which the Belfast Association held at the time, and they have removed my own personal objections to it.

Sir *Blundell Maple.*

3726. But, may I ask you, do not those particular clauses to which objection was taken now appear in this present Bill exactly in the same form as in the previous Bill?—I do not know; I will ask the secretary if that be so.

Chairman.

3727. Do you think that there is any prospect of shortening the hours of shop assistants by voluntary action?—Not the slightest.

3728. Then you are in favour of some legislation?—Yes.

3729. Now, with regard to the Bill before this Committee, I will ask you in a moment whether there are any suggestions you have to make as regards the Bill; but, taking in the first instance its general character, what is your view with reference to the Bill generally?—My view is, that I am decidedly in favour of it as a Bill, speaking of it generally.

3730. And you believe it would do a good deal to modify the evils under which shop assistants are suffering?—Yes, I do.

3731. Now, as regards particular points in the Bill which you would like to see amended or altered, the Committee would be glad to know what points you would wish to suggest to be modified. Is there any modification that you would wish to be introduced in Clause 1?—I should say that a city of the size even of our own should form a district.

3732. There is nothing to prevent that in this clause; the clause is only permissive, you will observe?—Very well, then I have no suggestion to make that occurs to my mind at the moment.

3733. It has been suggested to the Committee that the word "may," in the last line but one, should be altered to "shall;" have you any opinion on that point?—I agree with that suggestion, that it should be "shall."

3734. In fact you wish rather to strengthen that clause then?—Most decidedly.

3735. Then, if you have nothing to say on Clause 2, with reference to Clause 3 a suggestion has been made, that instead of one-third being required to revoke an order, that number should be increased; is that your view?—Most decidedly. I think that if two-thirds put it in force it ought to take, at least, a majority to put it out of force.

3736. Then you would, in fact, wish to strengthen Clause 3 also?—I would, certainly. I think that is a weak part of the Bill.

3737. And as to Clause 4 have you any suggestion to make; that is as to the classification?—I understand that all shops where general goods are sold, say spirits and general groceries, are included in this Bill. Such a shop, I understand, is included in the Bill; and if so, then I am in favour of that.

Chairman—continued.

Sir *Blundell Maple.*

3738. Not public-houses?—My own personal opinion is that the public-houses need to be closed earlier than they are, and it would be a good thing for the community, for the owners, and for the shop assistants; but they are not included in this Bill, and I do not care to injure the prospects of the Bill by even suggesting that they be put in, although personally I should like to see them in. However, they are under another licensing law, and I do not know that we have very much right to interfere with them.

Chairman.

3739. You would not wish to endanger the Bill by pressing for their insertion?—By no means.

3740. I need not ask you about the separate clauses; but perhaps you will give us any suggestions you have to make on behalf of your association?—I do not know that I have a suggestion to make at the moment. One strong point in favour of this Bill, to my mind, is the optional nature of it. As I understand, if a trade or a district does not like it they need not have it. Am I right in that interpretation of the Bill?

3741. Yes, I think so, substantially?—Then I think it is a most reasonable proposal.

3742. Then, in fact, you approve of the Bill, but you wish to strengthen it on the one or two points to which you have already alluded?—Yes, that is so.

3743. Has your trades council in Belfast passed any resolution, do you know, or taken any part with reference to the Bill?—The trades council not only passed a resolution in favour of the Bill, but the secretary of the trades council attended at least one out-door demonstration in favour of early closing, at which I attended. Personally I am not in favour at all of this half-holiday idea; and if I might make the suggestion at all I would go dead against it; but after all I would not imperil the Bill; if a district wants the half-holiday I would let them have it, but I think it is an absurd idea. However, as it is optional I do not object to it, although I would object to it in my own district.

Sir *Blundell Maple.*

3744. But you would not mind being closed if they compelled you to be closed?—I would mind it a very great deal, but I could not help it if I were compelled.

Chairman.

3745. You speak, as I understand, mainly for the grocers; but can you give the Committee any information as to the feeling of those engaged in other departments of business in Belfast?—There is a general consensus of opinion in favour of early closing, and some of the large drapery shops have actually voluntarily closed, and are carrying that out; but the difficulty that each trade meets with is that certain men will not close, unreasonable men, in our opinion;

Chairman—continued.

opinion; and they then, by holding out and keeping open, prevent the general adoption of the movement by the great majority, some of whom still keep open because of that.

3746. Do you think that if this Bill were passed there would be a majority of two-thirds in favour of somewhat shorter hours than those now existing?—I do, in the country that I come from; and not only in Belfast but the country generally. The Dublin Association, and, as I have called your attention to, the Cavan Association, have sent in resolutions in favour of that; they are entirely in favour of your Bill.

3747. Have you any doubt that the Belfast Local Authority would put the Bill into operation if they had the necessary requisition?—I have not the slightest doubt of that.

Sir *Francis Powell.*

3748. Have the shop assistants in your district any intervals during the day for refreshments?—Certainly.

3749. What are the hours of those intervals?—The large establishments have definite and distinct hours; the smaller ones have not so distinct hours, at the same time they have a given hour.

3750. What are the hours?—From one to two and from one to four according to the size of the establishment.

3751. From one to four?—Yes.

3752. Has any given hand a release for three hours in the middle of the day?—No.

3753. You mean that the time for the refreshment of the different hands is distributed over the three hours?—Yes.

3754. Do they have any opportunity for some refreshment afterwards in the way of tea or the like?—Certainly, they are exceedingly well taken care of in that way in our country.

3755. Is the dinner hour a complete hour of 60 minutes?—Yes, it is in the large establishments; in the smaller ones they may not get an hour, because they are on the premises.

3756. Is it nearly an hour in the smaller establishments?—I really could not say that.

3757. Do your assistants in Belfast chiefly live on the premises, or with their friends at a distance?—In the smaller shops they live on the premises; and with regard to the larger places they live in lodgings or with their friends in their ordinary home.

3758. In cases where they are living off the premises do they go home to dinner or do they dine on the premises?—That is a matter of arrangement. If they are outdoor assistants they go home to dinner; if they are indoor assistants they have dinner in the establishment.

Dr. *Farquharson.*

3759. Have you any evidence to lay before the Committee as regards the effect of prolonged shop hours upon the health of shop people, male and female?—I have not any particular case to refer to; but although I am a wholesale merchant I call upon my customers, many of whom are small shopkeepers, and they all deplore the fact that they have to keep open so long. When I say all, it is a constant topic of conversation with them.

Dr. *Farquharson*—continued.

3760. Do they deplore it because it is inconvenient, or because they think that their health suffers from being kept up late in the hot and crowded shops?—I think from both; they consider that it is inconvenient; it is not convenient, it is unhealthy.

3761. Then as you have been apparently i communication with small shopkeepers, have you had any complaints from them as to the possible effect of this legislation upon their trade; do they think that their business will be injuriously affected by this proposed legislation?—No, quite the opposite; they desire it, they wish it.

3762. They do not think that they will suffer?—No.

3763. But do not the small shopkeepers pick up, so to speak, the crumbs that fall from the rich man's table, from the customers that do not go to the big shops late at night?—Not so much. After all, each district does its own class of trade, and the customers that come to shops that now close at nine, it is believed, would come if they closed before eight. As any man who has been a retailer knows, if he kept open up to 12 o'clock at night he would have odd straggling customers coming in.

3764. Is it your impression that buyers would accommodate themselves to the altered circumstances?—Certainly.

Mr. *Tennant.*

3765. Are you in favour of extending the provisions of this Bill to wholesale shops and wholesale warehouses?—I am, if necessary; but it is not necessary in our country at all. We are a long way ahead of the Bill.

3766. Is that the case with regard to large stores where they do a retail business but have several trades?—I answered you entirely in regard to wholesale houses.

3767. But I am now going on to retail houses, where they deal in several commodities; is it the case in Belfast, or in any place with which you are familiar, that they do close earlier in such establishments than in small shops?—Yes, it is so; the larger shops close earlier than the small ones in every large town that I know.

3768. That is a general statement?—That is generally the case.

3769. You do not know any exceptions, do you?—Yes, I do know of one.

3770. In Belfast?—Yes.

3771. And you think that if this Bill became an Act of Parliament the provisions of it would deal with that particular exception?—Yes, decidedly; because I understand that every man would have to obey the law.

3772. We should hope so?—There is no question whatever about that.

3773. In Belfast, that is to say?—Yes.

3774. Do you see any difficulties in the working of this Bill?—None whatever.

3775. It is all simple and plain and straightforward?—In my opinion it is. In regard to one question that you asked me, one establishment in Belfast in one trade is stated to be the great cause why that trade cannot at the present time close altogether at a reasonable hour. That

Mr. *Tennant*—continued.

is just the necessity for the Bill in that particular trade.

3776. And you think there is a general demand for it?—There is a general demand for it, especially in that particular trade.

Mr. *Lawson.*

3777. I daresay it is through my own stupidity, but I cannot yet understand exactly whom you represent here; do you speak for the whole body of grocers throughout the United Kingdom?—I do, so far as the principle of the Bill is concerned.

3778. But how far are you qualified to do that; I think I understood you to say that you were not present at the committee where this Bill was considered?—No; but I was present when the resolutions of the Federation were passed, which is far more important than the committee, even if I had been present.

3779. Did that meeting include representatives from all parts of the United Kingdom?—Yes.

3780. Who were specially instructed on this Bill?—Who were specially instructed in the agenda paper which was brought before that meeting, and it was one of the subjects on the agenda paper.

3781. How many people were represented there, do you suppose; how many grocers?—According to the answer which I received from the secretary, who is present, and who ought to be better able to give the information upon that than I can be, there were at the last annual meeting about 3,200, and there have been several associations, I think, affiliated to the Federation since then.

3782. How many grocers do you suppose, or do you know, are there in the United Kingdom?—I cannot answer you that.

3783. I suppose that the 3,200 would be a small proportion of the total trade?—Yes, it would.

3784. Therefore you would not be, in a sense, able to speak for the trade?—I am able to speak for every reasonable and rational man in the trade.

Chairman.

3785. You are president of the General Federation for the United Kingdom at the present time?—I am.

Mr. *Lawson.*

3786. Do the hours in Belfast differ, as far as you know, from those prevalent in the trade in the rest of the United Kingdom?—I rather think that we are slightly ahead of most towns of the same size in the matter of shorter hours.

3787. I suppose that in Belfast the hours differ in the different quarters of the city?—I have said so already.

3788. Do you think it would be a proper thing to fix the same hour of closing all over the city?—I do, for the simple reason that those who do not close ask to be enabled to close at the same time as the others.

3789. Is it true that those who close earlier are the bigger establishments?—That is so, generally.

3790. And probably in the centre of the town?—Yes.

3791. Therefore to close all the shops at the same time would be, I suppose, to divert trade, even more than is now the case, to those big shops?—Not in the slightest; and the proof of that is the fact that they voluntarily close, showing that they do not lose their trade.

3792. I did not say so. I said that closing small grocers' shops in the outskirts of the city would probably make people shop more in the big establishments?—Pardon me, that is not what you said. You asked me to answer a question, and I want to know what I am answering. You said, would it divert trade even more than now.

3793. Yes?—The diversion would not take place to any considerable extent, for the simple reason that they now close early in the centre of the city, knowing fairly well that they lose little or nothing, and that their customers will come in the proper time.

3794. Is it not the case that the great mass of the workpeople go out of the centre of the city after working hours?—That is not so, because our working classes do not live in the centre of the city; they live all over.

3795. That is what I wanted to know. Therefore they would naturally shop earlier if they were to shop in the central shops than they would in the shops in the suburbs?—But if the shops in the suburbs were closed an hour earlier than they are now their customers would come so much earlier knowing that the shops were going to be closed.

3796. What time do the artizans in Belfast leave off work?—Generally speaking at 5.30.

3797. And what time do the small shops close; did you say at 7.30?—I said at 8 o'clock.

3798. Then what is the custom; do the people go home, get their tea, and then go out to shop?—Not at all; that is not how we live in Belfast.

3799. What do they do; I want to know?—There are houses and homes in Belfast, and the working men and women come home to those homes, and their food is ready for them, having been got ready by the portion of the inhabitants who keep house; and they live somewhat like how human beings ought to live. They do not run out immediately; they are not living from hand to mouth at all.

3800. I wanted to know whether they followed the ordinary customs of humanity; that is to say, that after their work they went home and had a meal, and after that went out for their evening's duties, whether shopping or anything else?—I do not know what you mean by the ordinary customs of humanity.

3801. Let me ask you this: do you consider that it is mainly a question of the public convenience at what hour the shops should be closed?—Yes; and the public convenience includes all shopkeepers and shop assistants, as well as those who come to purchase in shops.

3802. Certainly. May I ask you whether in the smaller shops it is the custom for the man to work with his family and not to employ assistants?—Frequently.

3803. Would you propose, then, to coerce those people into closing earlier than they chose?—No, I never go for coercion in the sense in which it is used now.

3804. I mean

Mr. *Lawson*—continued.

3804. I meant in the proper sense of the word; would you force people?—I would give those people the opportunity of voting as to whether they would keep open or close, and when they would close. That is what the Bill is; it is optional; it is not coercion at all.

3805. I do not think you have quite read the Bill?—I have asked one of the authors of the Bill if it was optional, and he says, "Yes;" therefore, whether I have read it or not, my answer, I think, is correct.

3806. When two-thirds of the shopkeepers petition the local authority, they may make an order which the whole of the trade, including the third that may have voted against it, has to obey, subject to penalties; is not that so?—That is so.

3807. In that case that third who might have protested against it would be forced by law to obey it?—Yes; that is exactly how you and I have to live every day of our lives.

3808. That is not the question?—I say, yes, sir, and then I give the reason for it.

3809. Then do you think that these people who employ no labour outside their family would consider it a hardship to be forced to close earlier than they would otherwise wish?—I do not. I think a great many of them would be delighted to get the opportunity one against the other. You evidently forget this fact: that there are a number of those people, and one says, "I would close if Brown would; but Brown will not, and therefore I will not."

3810. But you yourself object to a half-holiday?—Yes.

3811. And you would not like to be forced to close on a half-holiday against your will?—I would not, nor would I vote for insisting that any other man should be compelled to close on a half-holiday.

3812. But supposing you were outvoted, would you consider it a hardship to be forced to close?—I would.

3813. Would you protest against it?—I do not know what I would do until it occurred.

3814. Would you be prepared to go to prison for not closing?—I have never been there, and I do not know exactly how I would feel.

3815. But that is what any shopkeeper might be forced to do under the Bill who was outvoted in the first ballot, against whom the local authority made an order, and you did not pay the fine extorted from him?—Yes.

3816. You think that that would be a hardship in your case as regards a half-holiday?—In my case, and in every other man's case, as regards a half-holiday, because they do not hang on all fours at all; the half-holiday and shop hours are two different principles; the one is nonsense, and the other is common sense.

3817. But they are both in the Bill?—Then put out the nonsense.

3818. It is not my Bill, you see; I cannot do that?——

Mr. *Cameron Corbett.*

3819. Do I rightly gather that your opinion is that the small shopkeepers are really as much in favour of this Bill as the larger ones?—That is my opinion.

Mr. *Diamond.*

3820. You said that there had been some outdoor demonstrations in Belfast in favour of this Bill?—Yes.

3821. You have attended some?—Yes, I have attended two, one as a spectator and one as a participator.

3822. Can you give the Committee your opinion as to the kind of people that attended those meetings; were they shop assistants or owners of shops, or was the attendance made up of the general public, those who deal at shops and those who keep shops?—At the first one, the one I simply attended as an observer, the Lord Mayor of Belfast presided.

3823. That was an outdoor demonstration?—An outdoor demonstration. I would say that 90 per cent., perhaps 95 per cent., of the attendance, or even more than that, were simply those who had nothing whatever to do with shops.

3824. Except to buy?—Because it was about four o'clock in the afternoon on a Saturday, and therefore shopkeepers and shop assistants could not possibly attend.

3825. So that it was the general public who attended?—Yes.

3826. So that, as far as the convenience therefore of the purchasing people is concerned, the general public in Belfast seem to be in favour of the principle?—No doubt whatever about it; the general public are decidedly in favour of it.

3827. And then, as regards your experience amongst the smaller shopkeepers, I understand that you have had considerable experience, being a wholesale dealer?—That is so.

3828. And your experience is that there is no opinion, so far as you are aware, amongst the smaller shopkeepers, that if they closed earlier their trade would thereby suffer?—None whatever.

3829. I suppose that if they thought their trade would suffer they would not be in favour of putting the Bill into operation?—I am sure they would not.

3830. You said, I think, that you do not know what off licenses mean in Belfast; that is to say, that you have no people who are grocers and at the same time are spirit merchants for consumption not on but off the premises only?—We have such, but such a designation is not known or given to any class of traders,

3831. Then you have people that we would call a spirit grocer in this sense, that he has a grocery business and a spirit business, the spirits being for sale only for consumption off the premises?—Yes, we have them.

3832. Have you any number of them?—Yes.

3833. And I understood you to say that they would be in favour of being brought under the operation of this Bill if they were permitted to fix their own hours of closing; did you give such an answer?—I did not.

3834. I thought you did?—No.

Sir *Blundell Maple.*

3835. I thought you said that they would be agreeable to the Bill provided that those who sold spirits could be treated separately?—I see

Sir *Blundell Maple*—continued.

what you are referring to now. It was not my evidence at all; it was a resolution passed by the Cavan Grocers' Association, which was sent to me this morning. It reads thus; I will read the two resolutions so that you may thoroughly understand it: "(1) The meeting unanimously passed a resolution in favour of the 'Early Closing Bill' as it now stands; (2) The grocers having spirit licenses were in favour of being brought into the Bill provided their hours of closing be settled by themselves."

Mr. *Diamond.*

3836. That is the question that I had in my mind, and the evidence was therefore not your own particular evidence, but merely a resolution?—Yes, only that; but now that I am asked the question will you allow me to explain that these are not the class of men you refer to; these are ordinary licensed publicans who sell spirits, groceries, hardware, perhaps, and everything in a country town; and their point is this (and I want to be perfectly fair to them, for they are very decent fellows): that they want not to be associated in their vote with the men who do not sell whiskey or spirits of any kind, but they want to be a class amongst themselves if they can.

Sir *Blundell Maple.*

3837. You speak, I believe, on behalf of the Federation of Grocers' Associations?—So far as the principle of early closing is concerned, I do.

3838. You are aware of the fact, and you put it in evidence just now, that on the 26th of February 1895 it was resolved, "That each association affiliated to the Federation should, if it is so desired, give evidence through its own witnesses, but that the Federation adhered to the objections of Sir John Lubbock's Bill made in June 1893"?—Yes.

3839. And I think that you told the Committee that the clauses that were objected to are Clauses 5, 8, 10, and 12 in the Bill of 1893?—That is one of the questions that I could not answer.

3840. But you read that point: "That Sir John Lubbock's Bill having been considered, Clauses 5, 8, 10, and 12 in it be objected to as being too indefinite"?—I read that.

3841. Would you be surprised to know that those particular Clauses, 5, 8, 10, and 12 in the Bill of 1893, are identical word for word with the same clauses as in the present Bill now before the Committee?—I would not be surprised at anything I hear.

3842. Then, I suppose, I may take it that this Federation of Grocers' Associations has not had this Bill before them, the present Bill entirely, or else why did they refer back to that resolution of theirs in 1893 and not pass a new resolution?—Will you please observe that it is not the Federation that passes that resolution; it is a committee of the Federation that does so.

3843. Is not that the supreme body?—No, they are the executive body.

3844. They are the body who carry on the affairs of the association?—Yes.

Sir *Blundell Maple*—continued.

3845. And they speak on behalf of the whole association?—Yes.

3846. Do you yourself speak on behalf of that particular executive body, or for whom do you speak?—I have stated distinctly that, so far as the principle of the Bill is concerned, I speak here in the name of and on behalf of the Federation of the Grocers' Associations of the United Kingdom.

3847. You still agree with them as regards those resolutions?—Those resolutions were never up before the Federation for discussion. That is the opinion of that committee on 8th June 1893.

3848. The executive committee?—Yes.

3849. Do you see that those particular clauses now in this particular Bill were objected to by that executive committee?—Yes; they were objected to as being too indefinite; and I say that the objection is too indefinite.

Chairman.

3850. With reference to these points, I should like to ask you a few questions. As you say, the objections to these clauses are objections to the clauses because they are not considered to be sufficiently definite?—Yes, that is the point of the resolution.

3851. There is no objection to the really operative clauses of the Bill; that is to say, Clauses 1, 2, 3, and 4, is there?—I never heard of any.

3852. Now, Clause 5, which your Federation thought hardly sufficiently definite, reads as follows: "A shop in which trades of two or more classes are carried on shall be closed for the purpose of all such trades at the hour at which it is by any order made under this Act required to be closed for the purpose of any of them." Has your Federation suggested any modification of that clause?—The Federation never did, but my association is decidedly in favour of it; that is to say, my own association.

Sir *Blundell Maple.*

3853. That is not the executive body of the Federation of Grocers' Associations?—No.

3854. They are against it?—Yes.

Chairman.

3855. Let us be quite clear; that is because they thought it was too indefinite?—They said that they thought it was too indefinite.

3856. But they have not made any suggestion as to altering it?—I never heard of any.

3857. Then the next clause that they thought was indefinite was Clause 8; that is with regard to the prosecution of offenders. Have they any suggestion to offer with reference to making that clause rather more definite?—I have not heard any suggestions, and certainly there ought to be a suggestion, considering the fact that the Federation two, three, or four times supported and passed resolutions in favour of the principle. We ought all try and carry out what the Federation says.

3858. And you yourself, as president of the association, had no suggestion to make with reference

Chairman—continued.

reference to Clause 8 when I was examining you in chief?—I had not, because I did not examine them closely.

3859. I understand that you have no objection yourself to Clause 8?—None whatever.

3860. Now, I pass to Clause 10. Clause 10 is: "Nothing in this Act or in any order made thereunder shall render the occupier of any premises liable to a fine for supplying any article to any person lodging in such premises." That is really a permission under the Act; it does not make the Act more stringent but less so. Have you any suggestions to make as to that particular clause?—None whatever, because it is so free, except that it ought to be tightened a bit because it is too free, if anything, in my opinion.

3861. Then, as I understand, your objection to Clause 10 is that it is not sufficiently strict?—Yes.

3862. Then Clause 12 is simply a definition clause, and I do not understand that you yourself have any suggestions to make with regard to the definition clause?—No. There is, of course, a difficulty about the detail; but I would say that with a lot of small shops, perhaps, the best thing would be to give them a new designation and call them hucksters.

3863. But you yourself are satisfied with Clause 12?—Yes, as far as I understand it.

3864. The objections of the committee of your association were not in any way to the principle of the Bill but simply to those particular clauses that I have mentioned, which they thought might be made somewhat more definite?—That is so.

Sir *Blundell Maple.*

3865. You are a wholesale grocer yourself?—I am.

3866. And as a wholesale grocer you know that some of these grocers keep drapery and all sorts of stores?—Broadly speaking, that is so.

3867. Then by Clause 5, if the drapers decide to close on one day and the grocers decide to close on another day, at say one o'clock in the day, and the wine merchants on another day, those shops would all have to be closed at one o'clock?—If such a very improbable case arose; but then there ought to be a clause to this effect allowing that particular man to choose his particular day.

3868. Then supposing that a grocer who keeps drapery also chose to close on the day that the drapers were closed, he would be open on the day that the other grocers were closed. Would not that be compulsion as regards them?—I now see that this refers to the half-holiday, but I have disposed of that so far as I am concerned, and you have proved the truth of my statement that it is nonsense.

3869. You say that it is nonsense?—Yes.

3870. And you would not have the shops closed?—Not at all.

3871. But you would go for regular hours every day of the week?—Certainly; and I am very glad you have mentioned that, because I think it shows the utter impossibility of carrying it out. I am of opinion that it is utterly impossible to carry it out in an honest, straightforward way.

Sir *Blundell Maple*—continued.

3872. Then you think that there ought to be a fixed hour for the whole six days of the week?—Say five days and the sixth.

3873. Which day would the sixth be?—Saturday.

3874. You would say that the shop might be open later on Saturday?—A little later.

3875. What would be your hour for every night's closing five days in the week?—My idea is that the legal hours should be seven and nine; seven on five days of the week and nine on Saturday evening; but I understand that this is optional, and so they could make their hour whatever hour they wished back to six; of course they cannot make it earlier than six.

3876. But let me just see what would you fix the hour at which those who wanted to remain open for the purposes of their trade should be forced to close by?—Seven o'clock and nine o'clock.

3877. Then all shops you would have closed on Saturday at nine o'clock?—Yes.

3878. None could be open later?—That is my idea; but it may be too short.

3879. You would have seven o'clock on five days of the week and nine o'clock on Saturday?—Yes.

3880. And you would have no shop open later than that?—I would not.

3881. And your own opinion then as regards the measure to be introduced for the early closing of shops is that you would fix a definite hour that all shops should be closed at?—Yes.

3882. And this permissive idea you think then could be done away with?—I did not say that. You asked me my own personal idea when shops should be closed, and I have given you that, and not only my idea but I take the liberty of saying (and I am sure I am correct) that that is the general opinion of three-fourths of the trade in Ireland.

3883. But you said just now, I think, that you would not compel shops to be closed earlier than seven o'clock at night?—That is my idea.

3884. And that is on five days in the week?—Yes.

3885. And nine o'clock on the sixth day?—Yes.

3886. Do you see any objection to fixing definitely those particular hours?—No, I do not see at the moment any objection, if we could get it; but for fear that we would not get it I would go in for the option, believing that when one district would go in for the earlier hour other districts would soon follow. Personally (I see your question now) I would be decidedly in favour of a regular closing hour being made the law of the land.

3887. It would be easily worked, you think?—Yes.

3888. As regards Clause 1, how would you leave the local authority to decide as to what would be the two-thirds majority of any particular class of traders. Did you not say that you would like to have Belfast treated as one district?—Yes.

3889. Then how would you proceed to find out that two-thirds of the grocers in the whole district

Sir *Blundell Maple*—continued.

trict desired to be closed at, say, nine on Saturdays, for example?—By giving them voting-papers.

3890. Should each grocer have a voting-paper given to him?—Yes.

3891. And then the local authority should go round and collect them?—That would be one way, and I think that would be the proper way too, because it would not do for any official belonging to any association to interfere in a matter of this sort.

3892. And no matter what size the shop, would each shop, whether small or big, only have the same voting power?—That is a matter of detail which I have not considered. I will give you my opinion. I think that a man who has two or three shops should have, first of all, a vote for each shop.

3893. Supposing that he has two or three shops together in one block?—I do not know of anything of that sort.

3894. But large establishments contain ten or a dozen shops sometimes?—If they are all under one roof I would only give him one vote.

3895. You would allow each shopkeeper to have a vote for each shop that he has?—Yes.

3896. If separated?—Yes, if it is in different parts of the town.

3897. So that a man who employs one shop assistant, or even none, would have a vote, whereas a man who employed 200 assistants would have only one vote also?—I do not know; it is a matter of detail as to how it is wrought out. But let me say that in all these cases you may raise questions of hardship and of anomaly. What other way is there after all?

3898. I only asked you the question?—I would say, yes; but you must draw the line as to what a shop is. I said a few minutes ago that I would make a new designation, and call a lot of them hucksters; they scarcely deserve the name of shops at all.

3899. Are you aware, as regards this Clause 12, that a shop is there specified to mean: "Any building or portion of a building, booth, stall, or place where goods are exposed or offered for sale by retail, and includes a place where the business of a barber is carried on"?—I did not see that before.

3900. So that a shop may be at a corner of a street, and a greengrocer to-day may be found to be a fishmonger to-morrow?—I include them by all means, and I will tell you why: a barber needs shorter hours as well as any of us.

3901. I am not talking of barbers?—But you read: "includes the place where the business of a barber is carried on." And again, a man who is in a booth, perhaps, requires shorter hours than any of us; for a booth I take it is a very unhealthy place to live in.

3902. Let me just call your attention to the particular point. A canvass is made of the greengrocers in Belfast, say, and one day one of the stalls in the streets is a greengrocer's, but the next day it is a fishmonger's; how are you going to arrive at a proper qualification as to the two-thirds of the greengrocers in the town of Belfast?—If you raise questions like that you will never do anything in this wide world.

Sir *Blundell Maple*—continued.

3903. But we want to pass a measure that there shall be no difficulty in carrying out?—The day that the vote is given, that is the occupier; the same as I vote now for my Parliamentary vote. I may lose it in the next voting. Carry out the same principle.

3904. Then as regards the purpose of voting, would those shops that keep different classes of trade (I am still dealing with Clause 1), which by Clause 5 come under the operation of the Act with respect to any one of the trades, be able to vote first of all as drapers, then as grocers, then as boot shops, or whatever class of goods they keep?—No.

3905. Then how will they record their vote?—I would give them their option.

3906. But they are to be closed by Clause 5 for the purposes of all their trades on the day that their fellow-tradesmen of any particular class decide to close?—Yes.

3907. And they are not to have a vote?—Certainly they should have a vote.

3908. But let me explain to you: supposing that the drapers want to close on Saturday, and a shop keeps drapery and also keeps grocery, and the grocers decide that they cannot close on Saturday but want to close on the Wednesday, the grocers can by their votes close the shop that sells drapery on the Wednesday?—You are on the shop half-holiday again.

3909. You say that you would have on five nights of the week the shops open to seven o'clock and on the other night to nine o'clock. This drapery shop would like to be open on the Wednesday to nine o'clock, but the grocers decide to close at seven, so that this drapery shop would have to close at seven o'clock as well as the grocers?—I do not see the force of the argument at all; but do you want an answer from me.

3910. I asked you the question whether, in your opinion, it is not right that a shop carrying on different trades should for the purposes of voting as regards the two-thirds majority have a vote under all the different trades by which it would be affected?—I see it now; no.

3911. You think they ought only to have one vote?—One vote. A man can only have one identity in this world.

3912. And still he is to be affected by his other trade?—We are going to affect him for good in this case.

Mr. *Diamond.*

3913. You did not come here, I suppose, for the purpose of doing any injury to the Bill, so far as regards giving a half-holiday to people that desire it; are you aware that there are 600 towns in this country where they have a half-holiday already; although you consider it utter foolishness, still you would not desire, I take it, to prevent those people from having it?—Certainly not; so long as a man does not interfere with me in his folly I would let him be foolish if he wished.

Sir *Blundell Maple.*

3914. I call your attention to this: the central authority

Sir *Blundell Maple*—continued.

authority in Ireland in the definition means the Local Government Board for Ireland?—What clause is that?

3915. That is Clause 12; and also in the same clause on page 5, in regard to Ireland, are you aware of the fact that the county inspector of the Royal Irish Constabulary, in any district over which a county inspector is appointed, is to examine and see as to these shops being closed?—I was not aware of that until you called my attention to it; but I think it is a very proper arrangement.

3916. The fact is that you have not thoroughly dealt with all the details of this Bill?—I have read it; but, at the same time, when you commence to criticise a measure like this to a layman like myself, many new things crop up that you did not observe before. I think he is a very proper official to carry out this Act.

3917. And to go and see if there is a light in the shop, and if anybody is being worked in the shop?—Ah, well, you know that is how the officer will do his duty.

3918. But it is laid down in this Bill that when a shop is closed people are not to be served after a certain time; therefore, the police must have the power of entry into persons' shops to see that these things are being carried out?—I thought I read in the Bill that if there are customers in the shop they are not to be put out until they are served.

3919. Only for a certain time?—Yes.

3920. But then the police would have the power of going into the shop?—Certainly.

3921. And you do not think that in Ireland they would object to the police entering the shops after they are closed?—They do so in many cases at present under the law. In further answer to your question, that is one of the strong points in favour of this Bill, that public opinion is quite in favour of it; and, therefore, being in favour of it, I think the law would be easily carried out. It is not always so with us, but it is so in this case.

Mr. *Cameron Corbett.*

3922. Do the resolutions that you have handed in include the last resolution; I believe there was a resolution passed, was there not, by your central body two or three weeks ago?—Not by the Federation; the Federation met in June 1894; that was the last meeting.

3923. Then there has been no quite recent meeting of your central body?—No. Am I right in supposing that the local authority in our case would be the city council in the first instance?

Chairman.

3924. Yes, that is so; if you look at Clause 4, if any question arises as to the conduct of the Bill then it is referred to the central authority; but so far as regards putting the Bill in operation that rests with the county council, or the town council, as the case may be. That, I understand, you approve of?—That I quite approve of. Our city council will do its duty in every respect to carry out any measure that is for the good of the community.

3925. And you believe that this Bill would be greatly for the good of the community?—I do, indeed.

Mr. HENRY ROBINSON and Mr. CHARLES ARTHUR JUMP, called in; and Examined.

Chairman.

3926. (To Mr. *Robinson.*) YOU are the late president of the Grocers' Association of Manchester, Salford, and the district?—Yes.

3927. And you come here to represent their views with reference to this Bill?—Yes.

3928. (To Mr. *Jump.*) And you are a member of the committee of the same association?—Yes.

3929. And you are also deputed by the association to represent their views?—Yes. (Mr. *Robinson.*) Manchester and Salford really are one town, but two divisions; and they appointed one of us to represent Manchester and the other Salford.

3930. Could you give the Committee approximately the hours of labour of shop assistants in your district?—If I speak for myself here, mine are 70.

3931. Could you give us the hours generally?—They vary from 70 to 90 hours; the majority is nearer 90, I think, than 70.

3932. And you have been in business for nearly 30 years, I believe?—Twenty-eight.

3933. Have you any hope of shortening the hours by voluntary action?—None at all.

3934. Is your association in favour of legislation for shortening the hours of shop assistants?—Yes.

Chairman—continued.

3935. Have you considered the Bill which is now before this Committee?—Yes.

3936. I will give you an opportunity of making any suggestions as regards clauses afterwards; but speaking generally, do you approve of the general principle of the Bill?—Generally we do.

3937. And you think, on the whole, that it would be the best mode of meeting the difficulty?—Yes.

3938. With reference to any special clauses, you have, I believe, a suggestion to make on Clause 1, have you not; you wish to substitute "shall" for "may," in Clause 1, I understand?—Yes. (Mr. *Jump.*) I should like to say on this point that I am not in entire agreement with my colleague as to altering that. I would give the local authorities that power.

3939. (To Mr. *Robinson.*) Has your association passed any actual resolution on the subject, or are you speaking generally?—I may say that the association has given us leave to express a general opinion on that, but we have discussed these things, and some of the association are in favour of it and some are not; but I have got it here that it is my opinion, and the opinion of some of them, that in Section 1, line 9, the word

Chairman—continued.

"may" should be omitted, and the word "shall" substituted.

3940. In fact, you rather wish to strengthen the Bill in that respect?—Yes. We further recommend that in Section 1, line 16, the words "may, if they see fit," be removed, and the word "shall" be substituted.

3941. (To Mr. *Jump.*) I suppose your objection to the first amendment would also apply to the second, would it not?—They are similar, I suppose. (Mr. *Robinson.*) I think myself that if a two-thirds majority want it the local authority ought to carry their wishes out.

3942. Have you any doubt that the local authority of Manchester and Salford would carry the wish out if there was a general expression of the wish?—Yes, I think they would.

3943. Then you have a suggestion on Section 3, after the word "time," I think?—Section 3, sub-section 2, line 20, after the word "time," we suggest that there should be inserted "after six months," and on line 21 we suggest the substitution of "two-thirds" instead of "one-third." I may say that my association are in favour of that strongly.

3944. That, again, is really a suggestion to make the Bill more stringent than it is at present?—Certainly. We think that if there was no time stated, and it was only perhaps obtained by a small majority, they would be continually going round and getting testimonials and signatures to have it altered, and the trade would be upset all the time; and I think that whichever side obtained a majority it should last for six months; and so does my association.

3945. We have had a suggestion that the time should be one year; would you prefer one year or would you prefer six months?—I am quite willing to fall in with one year. We thought it should be either six or 12 months; but six months was the least we would like.

3946. You look upon six months as the minimum, in fact?—Yes.

3947. Then you wish to substitute "two-thirds" for "one-third" in line 21?—Yes; we think that if it takes two-thirds to obtain it it ought to require two-thirds to upset it again.

3948. You have nothing to say, I think, on Clauses 4 and 5?—No, I think not.

3949. We have had an objection, or at least a suggestion rather, from the committee of the general Federation of Grocers in London, that Clause 5 is not sufficiently definite. Have you any suggestion to make upon that point?—I only see two ways out of that. If a man has several trades combined under one roof, one way out of that would be that he would have to cover that department up. But my own opinion is (and I think it is the opinion of most of the members of the committee) that if a man conforms with the shortening the hours, and he closes one day a week, I myself would be quite satisfied that that man had done all that was required of him.

3950. Then I believe with reference to the fines you have a suggestion to make?—Yes; we think that the fines are too small. In Section 6, line 41, we think that "five" should be removed and "20" substituted, and in Section 6, page 3, line 1, that "20" be removed and "40" substituted, as we think that the small fines are of no use.

3951. Do you not think that the moral effect on a man of a fine, even although it is nominal, and the knowledge that, unless he conforms to the Act, a second time it would be more substantial, and the third time a heavy fine, would be sufficient?—It might be; but where a man has broken the law I think that a fine which is not to exceed 5*s.*, which means, as a rule, I take it that he would be fined 1*s.*, is not anything like what it ought to be. (Mr. *Jump.*) I should like to say that I think the moral effect of even a small fine would be rather great.

3952. You would be satisfied with the fines as they stand?—Personally, I should. (Mr. *Robinson.*) Of course, these alterations have been passed by the committee.

3953. I did not quite understand that. I asked you the question, and I understood you before to say that the committee had left it to you, but that it was not the actual resolution of the committee?—I referred to Clause 1; then that was the one I meant then. These others have been passed by the committee.

3954. Your association I believe had a meeting on the 26th February, and they passed a resolution in favour of the Bill generally?—On the 26th of February the association passed a resolution requesting the Federation to take such action in the way of tendering evidence in support of the principle of the Bill as might be deemed necessary.

3955. Then there was a resolution passed on the 1st of April making some suggestion. Will you just read that to the Committee?—On the 1st April 1895 the association passed the following resolutions: "That in the opinion of this meeting this section of the Bill should be read as follows":——

3956. Which section is that?—This is really confirming that six months' suggestion.

3957. We have already got that in evidence then?—Yes.

3958. And also the two-thirds, I think?—Yes.

3959. Then you wish to say something with regard to Sunday trading, I think?—Yes. We think that, if this Bill is passed, it will increase Sunday trading, which is a very great sore to many traders at the present time. It is feared that, if the Bill becomes law, and the small shopkeepers are compelled to close earlier, Sunday trading will be increased. Sunday trading is not confined to one particular district, but is universal in the poorer districts of Manchester and Salford. I might say that we have had this question up at one of our meetings lately, where a man complained that it is carried on very much in his neighbourhood; and one man will even close on Wednesday afternoon, but will not close on Sunday.

3960. And you wish to insert a clause with reference to Sunday trading?—Yes. We think that Sunday trading should be abolished as far as possible. It is carried on to a great extent in poor districts in large towns.

3961. But you would not wish to endanger the

Chairman—continued.

the Bill by inserting a clause with reference to Sunday trading, would you?—Certainly not. I do not wish to endanger the Bill in any form.

3962. You are very anxious that the Bill should pass?—Yes, certainly. (Mr. *Jump.*) I should like to explain my position. Mr. Peter Bratt, of Manchester, was appointed along with Mr. Robinson to represent Manchester and Salford, and they got the instructions such as have been read by Mr. Robinson; but Mr. Bratt was unable to come; therefore I was deputed to take his place; and, of course, although I agree with Mr. Robinson in almost everything, still there are a few things I do not fall in with; so that I thought I would just like to explain that position. I do not think that the passing of this Bill would increase Sunday trading.

3963. Is there any other point in Mr. Robinson's evidence as to which you wish to make any remark?—I do not think there is anything else.

3964. You wish, I think, to give some evidence to the Committee as regards the long hours of business in the suburbs of Manchester?—In the working-class districts in the suburbs of Manchester the shops are open somewhat as follows: The general hour for opening is 8 o'clock every day. On Monday they close, some at 8, a few at 8 I might say, a large number at 9 and 9.30, and a few at 10; and similar closing hours are observed on Tuesday. On Wednesday in some districts in Manchester, after many years of hard work to get the half-holiday, we have succeeded in some districts in obtaining a partial half-holiday for the grocers, but only for the grocers; the other trades have not followed suit. And also I should like to add that at the present time there is a serious danger in some districts of the half-holiday again breaking down. On Thursdays 9 o'clock is a very general closing hour in our trade, but 9.30 or 10 is perhaps more general. On Fridays 10 is the general closing hour for the grocery trade. On Saturday 11 to 11.15 is the general time for closing.

3965. Do you agree with Mr. Robinson generally in the evidence which he has given in favour of the Bill?—I do.

3966. (To Mr. *Robinson.*) Do you think you would obtain a majority of two-thirds in favour of somewhat earlier closing than you have at present?—I think we should. (Mr. *Jump.*) I believe myself we should obtain five-sixths.

3967. (To Mr. *Robinson*) Do you feel satisfied that the local authority in your district would put the Act in operation if the necessary majority were obtained?—I think so. In our district that would mean the Salford Town Council.

3968. Yes, and the Manchester Town Council?—Yes.

3969. You do not feel any doubt that they would act in accordance with the wishes of the shopkeepers?—No, I think not.

Mr. *Diamond.*

3970. What is the number of members in your association?—There are about 250 members I think.

Mr. *Diamond*—continued.

3971. A question has been raised as to how far those 250 may be said to represent the general body of traders: have you any idea of how many grocers you have in Manchester and Salford?—You see there are many little, what you might call, huckster shops, which are classed in grocer's or provision shops, and that swells the number up; but really there are a lot of those very small ones that you can hardly call such. I believe that if they were all reckoned in there would be something like 600. (Mr. *Jump.*) I should like to say that at the time I was secretary to the association there were 350 members, which was the largest number they have ever had, and during the time they had the largest number of members there was more activity in favour of shortening the hours in our trade.

3972. How do you account for the falling off of your membership?—It has been caused by the secretary who succeeded me not having time to call upon members and get their subscriptions. It is solely through that. He has resigned, and stated that that is his reason; that he has not time to call upon them.

3973. But you think the association, although not embracing all the traders, may fairly claim, in a sense, to be representative of all the trades?—It most excellently represents the opinion of the grocery traders in Manchester.

3974. And these small people outside that you were speaking of, would all, of course, have votes in the case of this Bill coming into law?—Yes.

3975. And, of course, they would go either to make up the two-thirds majority or to prevent the Bill from coming into operation if they thought their own interests would be endangered by it?—Yes. We believe that they desire to close; only a small number of them will keep open.

3976. My point is this: It is contended that there would be a hardship inflicted on these small people, and what I want to endeavour to get information upon is whether you think that you really would be able to get these people to vote for putting the law into force, although they themselves are said by some people to be likely to be injuriously affected by its application?—I think they would vote for it in a great majority.

3977. Of course, if they voted against it in large numbers the law would not come into force and there would be no hardship?—No. (Mr. *Robinson.*) I think that if anything would stop us in getting that majority in these small shops it would be those that hold the out-door beer licence. I think that if anything at all would stop us from getting it it would be that, because they would, perhaps, vote against it; but anyone that had not an out-door beer licence would vote for it.

3978. Then, if they voted against it, things would remain as they are, and there would be no hardship?—No; but you see the great difficulty that we have now to obtain even the short hours. I do not think that the 70 hours which I put here that my assistants work can be curtailed very much, because it includes the half-holiday as well. But the difficulty is for a few of us to

Mr. *Diamond*—continued.

close and give our assistants the benefit of a half-day when our opponents in the street will not; and it is caused in a great measure by one man; it is not by the majority. For instance, I have a case here of a man which I put down here, not from any personal feeling, although he is opposite to one of my establishments, but to show that the man is in that position. It is not like a man that had a small shop that was struggling to get a living, or anything of that kind; but here is a man opposite me who has his shop open 90 hours a week at the least. He opens at 7 and closes at 10; whereas I open at 8 and close at 8 the first four nights. He neither closes on Wednesday afternoon nor on bank holidays or anything, and only Christmas Day and Sunday. He has done that for 35 years, and his reason is that he has done it so long that he will not alter it. He is a man in a good position, and a member of the Salford Town Council. It is such men as those that cause the voluntary effort to break down; that is what I want to show. But if I would not close my shop, which I have thought sometimes of not doing, opposite him, I should keep the whole of Salford open, because I have six places, and one would touch another and the other grocers between; and that would practically keep all Salford open, and they would not get the half-holiday. I do it on purpose really to oblige the majority, and we have to ignore the minority. (Mr. *Jump.*) I should like to supplement that statement by saying that we have had similar difficulties in Manchester. In one road in Manchester one shopkeeper has several times broken through the half-holiday arrangement, and caused a re-opening for a short time, until, by force (I suppose a kind of coercion) on the part of his assistants and the public he has been compelled to fall in with the arrangement. and all is going on smoothly at present; but in Oldham-road, Manchester, which is a very large and important thoroughfare, the grocers after strenuous efforts have failed to obtain the half-holiday in consequence of the refusal of one tradesmen to agree with the general body. It is the unreasonable man that we want to compel to close. This man's hours are as follows: Every day he opens at 8, but on Monday, Tuesday, Wednesday, and Thursday his closing hour is 9.30, on Friday 10, and on Saturday 12. I should like to say that my own opinion is that a great number of shopkeepers desire to close, and would take very little, if any notice of, in fact, they do not care a straw, if a lot of the small shops remained open continuously and were never closed; they regard them as being of no account. I have a suggestion to make that might conciliate some of the opposition, if you will allow me. It is that the local authority, such as the town council, should be authorised to appoint an early closing committee similar to a sanitary committee or other committees, and that when an application similar to that set forth in Clause 1 is served upon the local authority, that is, where a two-thirds majority has been obtained——.

3979. Pardon me a moment; is this as a suggestion in any way emanating from your association as such, or is it a personal expression of opinion?—It is a personal expression of opinion of my own: and I take it that I am allowed a free hand so long as I support the general principle of the Bill. I would suggest that when an application similar to that set forth in Clause 1 is served upon the local authority, they should issue a public notice informing the minority of shopkeepers that if they desire exemption they must set forth their claims in writing, and send the same to the local authority within so many days. The local authority shall then consult with the majority of shopkeepers, or their accredited representatives, as to which of the minority of shopkeepers shall be exempted. I take it that that would be more a question of including one or two unreasonable shopkeepers than of exempting a very large number of trivial shopkeepers, whose business does not interfere with the larger ones. The local authority should then have the power to decide such cases on their merits, as between the majority and the minority, without the intervention of the legal profession, and subject to no appeal. If at any time during the operation of the Act an exempted shopkeeper should so change the nature of his or her business as to become an unfair competitor to the majority of shopkeepers, the majority, as their accredited representatives, should be entitled to approach the local authority with a view to the inclusion of such a shopkeeper within the operation of the Act; and the local authority should have power to confirm or reject such application.

3980. (To Mr. *Robinson.*) I understood you to say that you had the half-holiday in Salford and Manchester very considerably?—No, not considerably; only a few of what I may call the leading grocers who are in favour of it, and have done it on purpose to give their hands the half-holiday, and have ignored the others.

3981. And they have found that the half-holiday is quite a practicable thing; there is no difficulty about it?—They have no difficulty at all. It is only the one man in one road that we have to deal with. There is always about one man in one road that causes difficulty.

3982. Not only with regard to the early closing, but with regard to the half-holiday as well?—As regards both. (Mr. *Jump.*) Where the half-holiday is an accomplished fact there is a large number of very small shops that still keep open, but they are not regarded as being of any account.

3983. That is to say, the view of the tradesmen is that it is only the people who are, in a sense, equals and competitors of their own, that they desire to have included?—Yes, that is my view.

3984. And they do not pay much attention to the competition of the little traders?—That is my view of it.

3985. And, at the same time, those little traders would have, under the Bill, a vote just the same as the larger, and could protect themselves?—Yes.

3986. Have you had any public meetings in Manchester and Salford in favour of this Bill?—Not this particular Bill. (Mr. *Robinson.*) There

Mr. *Diamond*—continued.

was a national conference held in Manchester on the 18th of April 1892; that was for the shop assistants. There were some of our members on the platform supporting it.

3987. Both the shop-assistants and the shopkeepers themselves are in favour of it?—Yes.

3988. And you do not think that the general public would be in any way inconvenienced?—I do not think so; not in reasonable hours. We do not want unreasonable hours. You see the hours that I am working here are 70; that is, from 8 a.m. to 8 p.m., and we could not shorten that much, not above an hour. But we do not ask particularly to shorten that, but it is to get those working 85 to 90 hours to come in to something like reasonable hours that we want. And the great difficulty is, and the great danger that I see personally against this Bill, if it becomes law, not being carried out is, the small shopkeeper. I think myself that a good way out of the difficulty would be if there was some clause put in the Bill for a 10*l.* assessment shop not coming in; something of that kind.

3989. That is to say, you are not very anxious really to include every little man who puts a few things into his window?—No, I do not care a fig about him. I want men of my own standing, or something approaching it. I am not one of those that kick against every little widow woman that keeps a shop in a back street. If I wanted every one of them to come in I should be working 90 hours now. There is one thing that I should like to speak about. There is a feeling, I might say, in Manchester, amongst the shopkeepers who do close now, that if this Bill or some other kind of legislation is not passed, we feel inclined to keep open and force our assistants to form a union of themselves, on purpose to do something.

3990. I understand that you are afraid that unless legislation is really carried out, the voluntary effort, which has up to now done something, will fail entirely, and you will go back to a worse state of things than existed before?—Yes, the half-holiday movement is just wavering in the balance now.

3991. It is purely a question of being able to hold your ground, and you do not see your way to do that?—I do not think it will be held much longer if something is not done.

3992. With regard to Sunday trading, it was said that there was some danger that this Bill might increase that, I think?—My own opinion is, that it will. My friend here thinks not.

3993. What I want to put to you is this: What is the class of tradesman who opens on Sunday; has he not, as a general rule, this small pettifogging shop?—Yes.

3994. To which, on a week day, you pay no attention?—Yes; there are, of course, a few just bordering between the one and the other, but not a great many.

3995. But you do not think that it is likely in any way to lead to the better class of shopkeepers opening on Sunday, do you?—No.

3996. Therefore, it does not present such grave difficulty in that direction as one might be led to imagine from the resolution, or from the expression of opinion that was embodied in the

Mr. *Diamond*—continued.

Report which you read some time ago; that is to say, you think it would only affect the very small shops?—That is so.

3997. It would not lead to any open Sunday trading on the part of the large people?—No, but it is done to a great extent; and more so by butchers and greengrocers, and those people, than it is even in the grocery trade.

3998. But what I wanted particularly to get at was this: the class of people that trade with shopkeepers, say of your own standing, are not likely, because you close an hour earlier on Saturday, to put off their purchases till Sunday, and go to a small shop such as we have referred to?—I think not.

3999. Therefore, really looking at it in that light, you would be inclined to the view that the amount of Sunday trading under this Bill, if it became an Act, would not be more appreciable than at present?—Perhaps not to any great extent.

Mr. *Lawson.*

4000. I understand that you wish to leave the small or domestic shop somewhat out of account?—That is my own opinion. I think that if every little shop, as it is represented in the Bill, a booth, a stall, and everything else is included, the Bill will be no use, practically, to shopkeepers, because there would be above two-thirds against the closing. (Mr. *Jump.*) I should not leave them entirely out of account, but I should leave it to the majority of the shopkeepers and the local authority to decide.

4001. A bare majority, or the majority proposed by the Bill?—As proposed in the Bill.

4002. (To Mr. *Robinson.*) Do you think that it would be unfair to bring these small shopkeepers, if they were in a minority of a third, under this Bill against their will?—I do not think it would; but my fear is that many of these small shopkeepers hold an out-door beer licence, and, of course, they are in favour of keeping open every night till eleven.

4003. But where they have no licence you still think it would be possible to leave them out?—The very small ones I think it would.

4004. You wish the Bill to apply principally to those places where assistants are employed?—I do not wish it to exclude a man who has his own sons or daughters working for him. I do not see that a man has any right to work his own children longer than anyone else's.

4005. But if it is a family arrangement, do you think there is any necessity for interfering with the free will of those people?—Certainly. I do not think that a man has any more right to keep his shop open because he employs grown up, I might say, sons or daughters in the shop, than I have because I have business enough to employ assistants. (Mr. *Jump.*) He becomes an unfair competitor then to a man who happens to have a branch shop.

4006. (To Mr. *Robinson.*) But is it not the case that the conditions of trade are quite different in different quarters of such cities as yours?—It is, to a great extent; but I do not see that that would apply at all; that was one of the objections that Mr. Dunwoody read in these resolutions; I have them here the same as he has;

and

Mr. *Lawson*—continued.

and that is one of the clauses in this Bill that the federation objected to. There was, I think, a provision in Sir John Lubbock's first Bill, that if a man employed his own family he was allowed to keep open, and a man that employed assistants had to close. That, I believe, was really the principal objection that all the grocers in the federation had against the Bill.

4007. But I understood you to say that you yourself do not wish to bring small domestic shops under the Bill?—Yes; but there may be perhaps a man that has not a small domestic shop. A man might have a shop as good as one of mine, or perhaps better; but if he has only one shop, and lives on the premises, he has sons and daughters, as a rule, that help him, and does not employ assistants.

4008. But do you not think that the first point to be considered is the convenience of the public?—I think Mr. Jump can give you some evidence with regard to that. (Mr. *Jump.*) With reference to the convenience of the public I can give you some particulars of the co-operative stores in our district, and in some other parts of Lancashire; they are solely, I believe, supported by the working people. The Pendleton Co-operative Store closes on Monday and Tuesday at 7. (Mr. *Robinson.*) That is one of the divisions of Salford. (Mr. *Jump.*) On Tuesday they close at 7, on Wednesday at 1, on Thursday at 8, on Friday at 9, and on Saturday at 7. In these cases the customers, if they desired the shops to remain open, would only require to pass a resolution at a general meeting of these stores, and they could have it. The Failsworth Co-operative Society close on Monday and Tuesday at 7.30, on Wednesday at 12.30, on Thursday and Friday at 9, and on Saturday at 7.

Sir *Francis Powell.*

4009. What class of business is that?—Co-operative societies.

4010. What class of trade?—Grocery, drapery, and almost anything you can mention; boots, beef, fish, and almost anything. In Oldham on Monday they close at 8, on Tuesday at 12 o'clock noon, on Wednesday and Thursday at 8 o'clock, on Friday at 9 o'clock, and on Saturday at 6 o'clock. At Bolton on Monday and Tuesday they close at 7.30, on Wednesday at 12.30, on Thursday at 7.30, on Friday at 9.30, and on Saturday at 7 o'clock. The Manchester and Salford Equitable Co-operative Stores close on Monday and Tuesday at 7 o'clock, on Wednesday at 1 o'clock, on Thursday at 8, on Friday at 9, and on Saturday at 9. At Rochdale they close on Monday at 7.30, on Tuesday at 1, on Wednesday at 7.30, on Thursday at 8, on Friday at 9, and on Saturday at 8. At Prestwich they close on Monday and Tuesday at 7, on Wednesday at 12 noon, on Thursday at 8, on Friday at 9, and on Saturday at 6. At Denton they close on Monday and Tuesday at 7, on Wednesday at 12 noon, on Thursday at 7, on Friday at 8, and on Saturday at 6.

Mr. *Lawson.*

4011. Does not that show a facility of early closing by voluntary means, where there is the

Mr. *Lawson*—continued.

will?—But these people are the owners of the stores, and they can please themselves.

4012. At the same time, they have a pecuniary interest in the result, and therefore they are able, as the shopkeepers could do elsewhere, of course, to close the stores at an earlier hour?—Exactly. All we require is some pressure to be brought to bear upon the unreasonable men.

4013. But here it is no question of pressure; these people do it of their own accord?—But it would be unfair to the shopkeeper to close his shop early when his competitor directly opposite can keep open.

4014. I do not say by law, but, as these people do it, for themselves?—Yes, but he might suffer great injustice.

4015. Then how far does that apply to these stores?—It does not apply, because they have no competitors; it is the people's own store.

4016. I know that; but, at the same time, they have competitors in the different classes of the business which they conduct, like the stores elsewhere?—But they trust to the loyalty of their members.

4017. Perfectly; I understand that: that they find it more to their advantage to close at what you consider to be a reasonable hour. Now, I should like to ask this question: with regard to Sunday closing, you know what the Act of Charles II. says about that subject, do you?—Yes.

4018. The 5*s.* penalty?—Yes.

4019. In what way do you think that ought to be strengthened?—The magistrates throughout the country regard the law as pretty well obsolete, and they will not put it into force. Personally, I do not make any suggestion with regard to Sunday at all.

4020. (To Mr. *Robinson.*) It is your suggestion, I think?—Yes, I did suggest it.

4021. But nothing could be stronger than that Act of Charles II., could it?—But it is really impossible, I think, to get it carried out. And whenever you can, it is only a matter of a fine of 1*s.*

4022. That is because of public opinion, is it not?—Yes; but I think myself that these hours of the co-operative societies, showing that they have shorter hours, instead of showing that if you try to do it it can be carried out by voluntary effort, speak in favour of this Bill, because that is carried out by a majority of the people at the annual meeting.

4023. It must be a matter of opinion, of course, what conclusion it leads to; but with regard to Sunday closing, may I ask you again: is it not the case that the law is stringent enough at the present time, but that it is merely a question of public opinion, and the action of the magistrates that hinders it from being carried out?—It may be; but I think the Act is really obsolete.

4024. But proceedings are taken under it constantly, are they not?—Very seldom. (Mr. *Jump.*) I have never seen any serious attempt to put it into force myself.

4025. Not in your district?—No.

Mr. *Tennant.*

4026. What reason do you assign for these various co-operative stores closing at the time you

Mr. *Tennant*—continued.

you mentioned?—The working men nowadays, I take it, have got shorter hours themselves, and they desire them for those who are practically their employés.

4027. It suits the working men, you think, just as well as that these stores should close at 7, 7.30, and 8?—There is not one workman in one hundred who makes his own purchases; the wife or daughter make them at most shops; we seldom see a man coming into a shop.

4028. And you think that suits the working class just as well?—I think it proves the point that the working class would not be inconvenienced if there was a great reduction in the present hours observed by shopkeepers.

4029. And you said, I think, that the hours at present were from 70 to 90?—Yes; and some of the stores about 55.

4030. Anything up to 60 hours you would not object to?—We should be very glad if we could get 70 or 74; a great deal of good would be done by that.

4031. What time would you like to see for compulsory closing in the evening?—I should think 7 o'clock would be a very suitable hour for some nights in the week. Of course, on Friday or Saturday we should require 9 or 9.30, and 10 o'clock on Saturdays.

4032. Are you familiar with the provisions of this Bill?—I think fairly so.

4033. Have you observed Clause 5?—Yes.

4034. Are you in favour of that clause as it stands?—Not as it stands.

4035. You made an alteration in that, I think?—I have elaborated Clauses 4 and 5 in the suggestion which I have made.

4036. To what effect is your suggestion?—That the local authority and the majority of shopkeepers should exempt people who they thought did not interfere with the shopkeepers who employed assistants, and yet bring about the operation of the Bill.

4037. That applies of course to Clause 4?—Yes.

4038. What about Clause 5, where you have two or more trades carried on?—You could not tell until you saw the shop. The local authority and the majority of the shopkeepers would answer the question in two minutes when they saw the shop. The local authority would consult with the majority of the shopkeepers, and the majority of the shopkeepers would be able to say immediately whether a shop should or should not close; whether it was fair to them that it should remain open or not.

4039. But, I understand, according to the provisions of this Bill, that a shop which carries on two or more trades, which after all must be very common in Manchester and Salford, I should think?—Not very common.

4040. But are there not large stores?—Not beyond the co-operative stores, and they close very early.

4041. It would not affect them; but I understand that by the provision of this clause all shops that carry on more than one trade will have to close all those trades at any hour at which any of the trades are closed during the week?—Yes; but I do not see any difficulty in that.

4042. But you can imagine, can you not, that there might be under this provision, a store which carried on five or six trades being compelled to close very early on four or five days in the week?—No, I do not think so; because those places close so much earlier now than the other shopkeepers that I do not think they would be affected by the Bill.

4043. But taking the case of the half-holiday, supposing the grocers agreed to have a half-holiday on Wednesday and the drapers on Thursday, and the butchers on Friday, what would happen?—That would work all right.

4044. But then under this clause you would have a store which carried on the businesses of drapery and grocery being shut up at 1 or 2 o'clock in the middle of the day on Wednesday, and Thursday, and Friday, would you not?—I do not know such a shop in Manchester, beyond the co-operative stores.

4045. But that would affect the co-operative stores just as much as anything else?—But they close.

4046. They do not close at one on Wednesday, Thursday, and Friday?—No. (Mr. *Robinson.*) I have stated that I think myself that if they closed one day, that would be all that ought to be required of them.

4047. You would like a clause put into the Bill to that effect to say that it shall not be demanded to have more than one half-holiday?—No, not more than one. If a store keeps short hours and closes one half-day, I think it is all one could reasonably expect. The only other way out of the difficulty would be that he should close one department, but not close all his shop or store two or three half-days because he had two or three businesses carried on in it.

4048. (To Mr. *Jump.*) May I ask you if you are in favour of making Manchester one area or two, with regard to this Bill?—We have not come to a decision upon that point (Mr. *Robinson*): I think that would be worked out without any difficulty.

4049. You think it could be worked out by making Manchester one district?—Yes, or two or three divisions as it is now. (Mr. *Jump*): I think myself an easy way out of that difficulty with regard to the delimitation of areas would be that when an agreement has been come to amongst the shopkeepers and ratified by the local authority, the local authority should have the power to make that a district within the meaning of the Act.

4050. Of course, the local authority would have that power, I understand, according to the provisions of the Bill?—Yes; but the area would then be delimited.

4051. But how are you going to delimit it; you must delimit it in the same manner as is done now for County Councils or Parliamentary, or other franchise, must they not?—Not necessarily.

4052. But still there must be some means of doing it?—It ought to be left to the local authority to proclaim a district as a district within the meaning of the Act.

Chairman.

4053. I understand that you are satisfied with the Bill in that respect and do not wish to modify it. The Bill gives ample power as it is?—Yes.

Mr. *Tennant.*

4054. You think there would be no difficulty in that?—I see none whatever. I can give you an instance. On one road in Manchester, supposing it is 2 miles long, for 1 mile the shopkeepers preferred Wednesday for the closing day, and the other half preferred Tuesday, and that arrangement has worked smoothly now for two years.

4055. That means that half the drapers, or whatever it might be, shut up on Wednesday, and the other half shut on Tuesday?—Yes, and yet there is only about 100 yards from the last shopkeeper shutting on Tuesday, and the first who closes on Wednesday; so that there is not the great difficulty about the delimitation of areas that there would seem to be.

4056. Do you mean to say that no hardships would accrue from all the grocers on one side of a street being shut up on one day, and those on the other side of the street, not being in the same area, being allowed to be open?—I should not think that anything of that sort should be allowed; they would never get a two-thirds majority in such a district as that. The only way to do in a case like that would be, that if the road was under two authorities there might be a joint committee of the two authorities to settle the matter.

4057. But you might get a two-thirds majority in the one area, and not in the other?—There might be a difficulty; but, at any rate, they would not be any worse off than they are now if they could not put the Act into operation.

Dr. *Farquharson.*

4058. (To Mr. *Robinson.*) I think you have expressed the opinion that the early closing of shops might lead to an increase of Sunday trading?—I was afraid that it might do so if all these small shops were compelled to close earlier on Saturday night.

4059. Is not that equivalent to an admission on your part that the early closing of shops might be against the convenience of the public?—I do not think so.

4060. But if you say they are so inconvenienced by early closing on Saturday that they have to shop on Sunday, does not that look as if their convenience was interfered with?—They are not inconvenienced; it is only the people in the low neighbourhoods that are in public-houses drinking till all the principal shops are closed on Saturday night who require to shop on Sunday. (Mr. *Jump.*) It is only the idle and dissolute that shop on Sunday morning; they are a class by themselves, and they will exist under any circumstances, I am afraid.

Mr. *Lawson.*

4061. Those that get shaved on Sunday morning, do you say that they are idle and dissolute?—No; I say the people that shop on Sunday morning are only the idle and dissolute who are in the public-houses on Saturday night.

Dr. *Farquharson.*

4062. The evidence you have given us about the co-operative stores goes to show, does it not, that the public can accommodate themselves to circumstances?—Yes.

4063. That is to say that the public convenience will arrange itself according to public arrangements?—Yes, they only shop because the shops are wide open.

4064. And you think that if the shops were shut they would arrange their shopping to meet the circumstances?—We are firmly of that opinion.

4065. You do not think it would be felt as a grievance by the working classes that they could not go out to shop after they had finished their work and had their evening meal with their wives. Might they not like to look into the shop windows?—I do not think they do at present. (Mr. *Robinson.*) In the working class neighbourhoods I do not think a great many men go with their wives. Besides we are only asking now for a reasonable day, to close at 8. The artisan finishes at 5.30, and that gives him 2½ hours; but I might state here that at whatever time a shop is open to customers of course will come; and those that live the nearest, perhaps next door, are always the latest customers. That is a noted fact in the trade altogether.

4066. You rather indicated, I think, some suspicion that the small shopkeepers might be injuriously affected by the operation of the Bill, because you thought that they might be exempted?—I think that the poorest class of shopkeepers might be exempted, whose trading does not affect the larger and better-equipped shops.

4067. But would not the exemption of the small shopkeepers rather defeat the operation of this Bill. As I understand, the great obstacle to early closing is that you cannot prevent one or two standing out, and therefore injuriously affecting those that remain in the arrangement. Would not, therefore, the exemption of small shops rather tend to make a difficulty in that way, that they might be carrying on business after the big shops close, to the disadvantage of the big shops?—Then we should have to break through the agreement after the six months. I have made a provision for that, that if a shopkeeper so alters his trade we shall be allowed to approach the local authority and ask for his inclusion, if he became an unfair competitor to those who were closed; but I do not myself think they would.

Chairman.

4068. Would there not be a great difficulty in drawing a line; supposing, for instance, you said that nobody rated under 10*l.* should be included, would not that be rather hard on those rated at 12*l.* Whatever line you draw, would it not be very hard on those just above the line?—I do not think so. Our great difficulty has been with such a small proportion of tradesmen. Every time when we have required a half-holiday, it has been a question of three or four, or perhaps two in a district; and all the other grocers would say, if they will close, we will all close.

Dr. *Farquharson.*

4069. But your plan seems to me to perpetuate the difficulty that there is now against voluntary closing

Dr. *Farquharson*—continued.

closing. If the only objection to voluntary closing is that two or three stand out, what you propose now is simply perpetuating it?—It is not the small shops that have bothered us to a great extent; it is two or three of the larger shopkeepers that cause the trouble, as a rule. Of course, we are quite willing, and so is my association, that all shops should be included, if possible; but we are a little fearing there, that if every small shop was included, perhaps we should never get two-thirds, and the Bill would not be carried out if it became law. (Mr. *Jump.*) Yes, we think we should get two-thirds.

4070. (To Mr. *Robinson.*) Do you attach importance to this kind of legislation in the interests of health?—Certainly.

4071. Do you consider that the small shopkeepers are probably working under worse conditions of health than the large ones?—Yes.

4072. And, therefore, you want to protect them against themselves, so to speak?—Yes.

4073. You think that the small shop is, of course, naturally badly ventilated, hot, and stuffy?—Yes.

4074. And therefore you consider that the health of the employés is more injuriously affected in a small shop than in a large one?—Certainly. (Mr. *Jump.*) I think they would close earlier now, but they keep waiting for one another, and they both close when both are weary of watching for the other to close.

Sir *Francis Powell.*

4075. (To Mr. *Robinson.*) You mentioned the late hours at which shops are open in the working class districts of Manchester and Salford; do you consider that the working classes would be inconvenienced by earlier hours of closing on Saturdays?—Not, say, 10 o'clock; I do not think they would be, because they finish work at 12; I should not go in for having a half-day holiday on Saturday, and closing at 2 or 3.

4076. You think that 10 o'clock would give sufficient opportunity for the working-class population to complete the shopping of the week?—Certainly; they would have 10 hours after they had done their work.

4077. How do you account for the shops being kept open so late?—It is rivalry, to a great extent.

4078. You consider the lateness of the hours rather due to rivalry between shopkeepers than to any convenience or inconvenience on the part of the public?—Yes.

Viscount *Cranborne.*

4079. (To Mr. *Jump.*) I should just like to ask you on this matter of excluding the small shops, which is a very important point; there would be always, would there not, a feeling of grievance as between a shop just above the line and a shop just below the line?—My experience is that when they are below the line they are very much below the line.

4080. But there must be some people on the line, or near the line, wherever you draw the line, must there not?—We find there are some men who are very unreasonable men, who will not fall in with the half-holiday movement, and make all sorts of excuses of this kind; they say

Viscount *Cranborne*—continued.

that the little shops in the side streets would get some of their trade. But perhaps only three or four yards from a man who is grumbling there is another who closes and sacrifices any trade that he might be deprived of in that manner.

4081. In that connection I should like to ask you this question: Just now, in reply to the honourable Member, you said that you considered this Bill very important from the point of view of health; and it was specially in the small shops, perhaps, that health was liable to suffer from long hours?—Yes.

4082. Do you not see that there is a certain difficulty in excluding from the operation of the Bill the small shops, when it is specially in the small shops that the evil which you want to remove exists?—Yes. If you want to meet it from the point of view of the health of the community, of course, you can close them up; but still we do not want to do anything that would have even the appearance of hardship.

4083. But I think you appreciate my point, that from the health point of view, it is in the small shops that the difficulty really arises?—Yes.

4084. And that if you exclude them you give away a large part of the case with regard to the health point of view?—The health point of view has not occupied our minds so much.

4085. Then you do not look upon health as the most important consideration with regard to early closing?—No, we want shorter hours.

4086. Why do you want shorter hours?—For recreation.

4087. Not for health?—No; our trade, the grocery trade, is rather a healthy one.

4088. (To Mr. *Robinson.*) With regard to the clause about which the honourable Member for Berwickshire examined you, Clause 5, and the shops which have more than one trade, he put to you the case that Wednesday, or Thursday, or Friday, might be respectively the half-holiday agreed to by the three separate trades, say the grocers, the bakers, and the butchers; and that if that shopkeeper dealt in grocery, and in bread, and in meat, under the Bill as it stands he would be subject to all three half-holidays in that particular shop, and would have to close the whole of his premises for half Wednesday, and half Thursday, and half Friday; and he put it to you whether you did not think that was an unfair arrangement. I understood you to say that you thought it was?—Yes. (Mr. *Jump.*) Being an unfair arrangement the local authority would not sanction it.

4089. But they have no option under this Bill as far as that is concerned. If they agreed to a half-holiday for the grocers on Wednesday, for the butchers on Thursday, and the bakers on Friday, any shop that dealt in all three articles would have to be closed on all three days, I presume?—I did not understand that they had no option. (Mr. *Robinson.*) I think there is one clause under which the local authority has power to say what a shop is; and that man would have to be classed then either as a grocer, a butcher, or a baker, and to close on one of those days.

4090. It is true that there is a power to

Viscount *Cranborne*—continued.

classify, but that is merely meant to get rid of smaller difficulties. But would that carry with it the power to say that a man who manifestly and obviously sold meat was not engaged in the butchers' trade? What the Right Honourable Chairman points out is that the local authority could exercise the option by refusing the half-holiday to the whole trade on that particular day, because certain shops would be so injuriously affected by dealing in so many articles that they would have to close every day; but I understand you to say, from your evidence just now, that you thought that a shop that dealt in three classes of trade ought only to be called upon to close on one day?—Certainly.

4091. Then supposing you had a large shop in Manchester dealing in these three trades, which I take as an instance, and supposing the Bill was so altered that they were only obliged to close on Wednesday, and not on Thursday and Friday, then all the other butchers and bakers compelled to close on Thursday and Friday would evidently be put to great disadvantage compared with this big shop, which would be allowed to open the whole day with respect to those trades, and would be the only one open in the whole district?—I might explain that if a man was carrying on three trades, one of the trades must predominate over the others; and I will suppose, for the sake of argument, that the grocers' trade might be as much as the butchers' and bakers'.

4092. I do not know Manchester and that district so well as you do, but there are a great number of cases in London of large providers, like Whiteley, who provide everything; and, if I remember rightly, there is a case of that kind in Manchester. It would be perfectly possible, would it not, that a shop of that kind would have to close every day of the week for a half-holiday?—I think, and the association would back me in saying that, if he closed one day that is all that would be required of him.

4093. Then he would have a great advantage over the others, would he not?—I fancy if that man was asked to-day what he was, he would say he was a draper. (Mr. *Jump*). In a case like Whiteley's you can only leave that to the local authorities, because even in Whiteley's shop it would be an easy matter for the butchering department to close up the same day as the other butchers.

4094. Yes, I think that is a fair answer; you would close it in departments?—Yes, I would close it in departments; I see no difficulty in regard to Whiteley's.

Mr. *Diamond.*

4095. Just in regard to that there are a very large number of towns in which there is a half-holiday at present, and is it within your knowledge as to whether it is found that the trades close on separate days, or, rather, is it not the case that where a half-holiday has been established there has been a general agreement and all the businesses have closed on that particular day?—Yes, they have.

4096. That is the case in about 900 towns in the country at present, I believe?—Yes.

Mr. *Diamond*—continued.

4097. So that if this Bill became an Act there is no reason why there should be a departure from that principle that has hitherto ruled the half-holiday, and why one trade should choose Monday and another Tuesday, and so on, is there?—No.

4098. And even now on the half-holiday these large shops close on that day along with the other trades, do they not?—Yes. (Mr. *Robinson*). Yes, I think it would come to a great extent to be one day in the week. I think there would be very little difficulty about having three or two days.

Viscount *Cranborne.*

4099. (To Mr. *Jump.*) Of course, Mr. Tennant put it to you in the form of a question with regard to the half-holiday, because that was the most striking case; but the whole of the questions could be asked in respect of early closing on particular days. You understand that that is so; it is not merely to do with the half-holiday?—No.

4100. The same kind of questions could be put about closing at 6 o'clock on three days of the week, or on all days of the week, and so giving a disadvantage to the big shops that have to close in respect of all the days that were closed earlier in each particular trade dealt with in that big shop?—Yes, certainly.

Mr. *Diamond.*

4101. Except that the large shops are now all closed much earlier, as a general rule, than even this Bill suggests would be the rule for an entire district?—Yes.

Chairman.

4102. (To Mr. *Robinson.*) You do not regard that, in fact, as a practical difficulty likely to arise often?—No. (Mr. *Jump.*) We think that a lot of what seem to be difficulties would disappear in practice.

Chairman.

4103. (To Mr. *Robinson.*) Is there anything else you would wish to say?—There is one item in my evidence that I have not spoken about, which I should like to do, and that is that I believe the assistants would like something mentioned as regards the time being stated definitely in the Bill, for which they should be employed after the shops are closed. They passed a resolution at Cardiff on Easter Monday to that effect, and I have no doubt there will be evidence given before you as to the desire to put something of that kind in the Bill. Now I object strongly, and so does my association, that a clause should be put in the Bill that no assistant should be employed for over thirty minutes after a shop is closed.

Sir *Francis Powell.*

4104. You would leave that to be a matter of arrangement?—Yes; I want just to state this: you see the grocers' assistants are paid quite differently; they are paid so much per week, and not so much per hour, as they are under the Factory Act; and therefore they are paid for time that they do not work, in a different way, because they are paid for bank holidays, and Good Fridays, and all.

4105. You

Chairman.

4105. You are quite aware that that is not in the Bill at present, and you object to its being put in the Bill?—Yes, we object to its being put in the Bill, because we think the grocers' assistants are in a different class, and they should not come under the working of the Shops and Factory Acts. They are paid so much and have an annual holiday, and all these times they are paid for; and there are many times little things crop up, and the master should not be fined for having them over 30 minutes in his employment after the shop is closed.

Mr. HARTLEY WILSON, called in; and Examined.

Chairman.

4106. YOU are president of the Liverpool and District Grocers' Association?—Yes.

4107. Could you tell us approximately what the hours are in your district?—They vary. In my own case they are from 73 to 78, according to the districts; but in many districts they would run up as high as from 86 to 90.

4108. Do you see any hope of shortening those hours by voluntary action?—No, not generally. I may say that some five or six years ago a very vigorous campaign was opened by the shop assistants. The town was divided into 11 districts with a committee of four in each district, which committee consisted of three assistants and one employer. Every shop was canvassed, and 95 per cent. were in favour of early closing. It was tried; but within six months many of the districts had gone back to the old position. In some districts it has still been kept up; that is to say, the hours were arranged for so as to bring it into line with the Shop Hours Act, 74 hours per week.

4109. Your association, I understand, is in favour of some legislation?—The committee are unanimously in favour of the principle of this Bill.

4110. But there are one or two points in the Bill which you would like to see modified?—Yes; in the first clause the committee thought it should not be left optional with the local authority when a two-thirds majority had been secured.

4111. Did you hear the evidence of the last witnesses, and do you not think that there might be difficulties, perhaps, about the half-holiday which would be a reason for leaving some discretion to the local authority in the matter?—I do not know whether that would apply to the half-holiday. We are not very anxious or concerned about the half-holiday, we are more anxious to see the general hours reduced.

4112. I believe your association would be in favour of a 12 months' limit for reopening the question?—Yes.

4113. So that there should be an interval of a year before the question is so opened?—Yes, so as to save perpetual agitation on the subject.

4114. And I believe that, instead of allowing a majority of one-third to be sufficient for revoking the order, you would wish to make it a clear majority?—Yes.

4115. You approve of the Bill generally; but you would like to see it strengthened in those particulars?—Yes.

4116. I believe there have been several large demonstrations held at Liverpool in favour of this movement?—There have been two very large demonstrations. One was held in St. George's Hall over 15 months ago, over which the Lord Mayor presided, got up under the auspices of the Assistants' Association. I believe several employers were on the platform in support. Then another was held last month, at which a resolution was passed in favour of this Bill, at which I had the pleasure of speaking in support of it, and it was supported by a great number of employers.

4117. And you do not think there would be likely to be any inconvenience to the public generally under the Bill?—No, we do not anticipate any.

4118. Do you see any great difficulty in putting the Bill into operation, or do you think, on the whole, that the clauses are satisfactorily drawn?—I think that it would be adapted to meet the case.

4119. Do you feel any doubt that the local authority at Liverpool would put the Act in operation?—No.

Viscount *Cranborne.*

4120. Has your association considered the question of areas under the Bill?—We think that there would have to be one general area for the town generally.

4121. The city of Liverpool generally?—Yes, the city of Liverpool generally.

4122. And you would have the question determined by two-thirds of the particular trade over a whole city?—Yes, we think that would be the fairest way of doing it.

4123. I am not familiar with the city of Liverpool, but are there not great differences in the habits of the people in different parts of Liverpool?—Yes.

4124. I suppose that some parts are rich and some parts are very poor?—Yes.

4125. And in some parts of Liverpool the shopping is done early, and in some parts at late hours, I suppose?—Yes; in the centre of the town the Bill would not apply.

4126. How would it not apply?—Because they close now long before any hour that we could anticipate being fixed by the Bill.

4127. But, in some of the poorer districts, I suppose, the people are in the habit of shopping very late sometimes?—Yes.

4128. Would it not interfere with their convenience, do you think, if the shops in those parts of the town were put on exactly the same basis as shops in the centre of the town?—They would not be put on the same basis as shops in the centre of the town; as I have just said, we should not anticipate that.

Viscount *Cranborne*—continued.

4129. But, so far as the law is concerned, it would be so?—It would.

4130. You do not anticipate any difficulty in consequence of that?—None at all.

4131. You do not think that, to some extent, it is rather unfair that the grocers, say, in the centre of the town, who are really not concerned in the question at all, should vote and overbear the minority in the poorer parts of the town who are concerned?—No, because the people would shop in their respective neighbourhoods.

4132. I think you did not quite understand my point; you told me that, practically, this Bill would be inoperative as regards the centre of Liverpool, because, as a matter of fact, all the shops there do close early?—Yes.

4133. But you give all these shops that do, as a matter of fact, close early, voting power for the whole city of Liverpool in deciding at what time the poorer shops that do not at present close early should close?—Yes; but I do not think that would affect them, because the people that live in the poorer localities would not go to the centre of the town to shop, and do not go. I am speaking of my own trade.

4134. Your own trade is the grocery trade?—Yes. I am speaking, of course, of the public convenience.

4135. I am speaking, for the moment, of the shopkeepers; under the Bill it requires a two-thirds majority to bring about early closing?—Yes.

4136. That two-thirds majority in the case of the city of Liverpool, under the conditions which you advocate, might be largely formed from grocers living in the centre of the town, might it not?—No, it would not, because there is a very small proportion of grocers in the centre of the town.

4137. Perhaps it is hardly fair to ask you of other trades, but I suppose that could not be said of all trades?—Drapers and other classes of trades besides grocers comprise the majority of the shops in the centre of the town.

4138. I think you see the difficulty I am trying to put to you, that in the centre of the town they do naturally close early, and therefore they would not be interested in any way in the question as to whether the outlying shops should close early or late?—No.

4139. Yet you give them the power to insist upon the tradesmen in the outlying districts closing earlier than they otherwise would?—My answer to that is, that the number of grocers' shops in the centre of the town is so small in comparison with those in the whole of the city as not to influence the question.

4140. So that so far as your trade is concerned it does not become a practical question?—It does not.

4141. I want to ask you now from the point of view of the shopkeepers and of the assistants in shops; do you advocate this Bill upon the ground of health, or upon the ground of re-creation?—Both.

4142. Do you consider the health the most important part?—I think that one is equally important with the other.

Viscount *Cranborne*—continued,

4143. Did you hear the evidence of the last witnesses?—Not clearly.

4144. Would you find any difficulty in putting all shops on the same basis with regard to this Bill; the small ones as well as the big ones?—I do not see how the Act could be applied without putting them all on the same basis.

4145. And you do not recognise that there is a difficulty in the case of very small shops?—Yes, I do; but I think this is the only way out of it.

4146. What is the difficulty?—There is a difficulty in classifying the shops, because many of what we call small shops in back streets, or perhaps in a parlour window, or small cellar, sell almost everything; a little hosiery, chips, and bath bricks, and all that kind of thing, and sweets; a little bit of everything that they think they can dispose of; and the difficulty that would arise to my mind is the classifying it as to what kind of shop it would be, whether a greengrocer's, or confectioner's, or a grocer's, or provision dealer's.

4147. Would the town council at Liverpool have to go through every one of those small shops for the purpose of such classification?—The general feeling would be to exclude small shops perhaps of that character.

4148. To exclude them from the operation of the Bill altogether, do you mean?—Yes.

4149. That would be the view of your association, would it?—Yes; that is to say, the very small shops.

4150. Upon what sort of basis would you exclude them; would you say the rateable value?—The Liverpool Association did draft a Bill some years ago in which they put the rateable value as the basis. That would apply to Liverpool, but not generally, I am afraid.

4151. The reason I ask the questions is that I want to put the matter to you in this way: surely the difference of long hours and the bad effect they have upon health applies with much greater force in the case of the small shops than it does in the case of the large ones?—Yes; and on that ground it would be better to include them; but we just see a difficulty in the classification of the small shops.

4152. I understand you to say that you consider that the difficulties of the question are so great that those shops where, from the point of health, reform is most called for would have to be excluded?—I see the difficulty there; but still I think the advantages are so great that they would be wishful to be included.

4153. I understood you, I think, to suggest that they should be excluded below a certain rateable value; is that so?—That is not my own personal opinion, but it is the opinion of my association. I am personally in favour of their being included, and I think they would be included.

4154. You think yourself that, notwithstanding a certain amount of hardship, they must put up with it in order to receive the greater good?—Yes, I think they would receive greater benefit, because these small shops do not do a cash trade as a rule, it is a weekly account, and it is only from the bad habit of the purchasers shopping

Viscount *Cranborne*—continued.

shopping late, simply because they know the shop is open, that the shops are kept open.

4155. I do not think that you gave to the Right honourable Chairman the particular hours upon the given days in the week in your evidence?—On the first four days of the week we close at 7.30; that is to say, where this voluntary effort has been maintained; on Fridays at 10, and on Saturdays about midnight.

4156. Can you tell me whether the other trades in Liverpool follow the same hours pretty much?—Many of the butchers do.

4157. Not the general trades?—Some of the drapers do, but not generally.

4158. As I understand from you there are two nights in the week when you are open rather late?—Yes; Friday and Saturday.

4159. Is that the case with most of trades in Liverpool?—Yes.

4160. That is the case with every trade, should you say?—Yes.

4161. There is no distinction or difficulty, such as was put to the last witnesses, about a different late hour on different days?—No; the late hours with us are on Friday and Saturday.

Mr. *Diamond.*

4162. If these small keepers were included, you say that, in your opinion, they would not suffer any injury, because they do not do what is called a cash trade?—No.

4163. Their business is credit?—Mostly credit.

4164. Therefore their customers would find no difficulty in shopping at whatever hours they chose, because they would not have to wait for their pay before they went to do their shopping?—No, that would be a matter of arrangement.

4165. So that so far as the convenience of the customers of those people is concerned, and so far as their own interest as traders is concerned, there would be no difficulty?—No, I do not anticipate any.

4166. But the difficulty, you think, would be one of classification?—That is where I see a little difficulty.

4167. Let us go away from those very small shops in cellars or parlour windows for a moment, and go to the grocery and provision merchants. The two trades generally go together, do they not?—Yes.

4168. And under the heading of groceries you find everything sold that would be sold in those little shops, matches and bathbricks, and so on?—Yes.

4169. And under the heading of "provisions" you would find all the things usually sold under that head?—Yes.

4170. Do you not think, therefore, that the small shop, as a general rule, would fall into an easy classification with most of the large shops; that when you go to the very large shops that embrace a number of trades you would be able to put the little man in the cellar, with cabbages and bathbricks in the window, in the same category as the large store that sold everything?—Yes.

4171. Do you not think, then, that on closer examination that difficulty of classification tends rather to disappear?—Yes, it might.

Mr. *Diamond*—continued.

4172. You spoke about health and recreation. I suppose you would take it for granted that if a man was working 90 and 96 hours a week it could not be a good thing for his health?—Most certainly.

4173. And that if you got those shorter hours for the sake of recreation you would, as it were, be killing two birds with one stone; benefiting his health and giving him recreation at the same time?—Yes.

4174. The two things are synonymous, in fact?—Yes; that is one of the advantages which we think the Bill gives.

4175. With regard to Liverpool and the centre of the town as compared with the suburbs, I think we had a witness from Liverpool some time ago?—Yes, representing the assistants.

4176. Who said it was no infrequent thing in some of the districts adjacent to the docks to find a shop open on Saturday night, if I may so speak, till half-past one on Sunday morning?—Yes.

4177. Do you know anything about that?—In some districts it would be so; I would not say, perhaps, so late as that, but into Sunday, at all events, I should say.

4178. Do you think that that is a matter of necessity?—Not at all; not the slightest; because the working men, even at the docks, are paid at mid-day, and the corporation employés are all paid at mid-day.

4179. Supposing they were not paid till 2, and did not get home till 3 or 4, still you do not think it would be an unreasonable thing to ask that they should do their shopping before 11 o'clock at night, do you?—No; it is the careless and the improvident that leave their shopping till 11, at all events.

4180. The noble Lord asked you a question about the hardship that might be involved in permitting traders in the centre of the town who close early at present to have a voice in determining the hours at which the traders in the suburbs should close their shops; that is to say, the noble Lord thought that there would be an injustice in permitting what we may call the outvoters to come in and swamp the local people, seeing that they have no interests of their own; you say that there are not enough of tradesmen in the centre of the town to appreciably affect that?—I am speaking of my own trade, of course; and I only represent my own trade here.

Viscount *Cranborne.*

4181. For that very reason I thought it unfair to press you about other trades?—I would not like to speak about others.

Mr. *Diamond.*

4182. But I suppose you approach this Bill in this way: that either you must have Liverpool treated as a whole or in wards; and the difficulties of treating it by way of wards present themselves in greater number, perhaps, than the difficulties presented by treating it as a whole?—Yes; because in wards a street would be the line of division, and one ward might adopt the Act and the other might not; and it would be a hardship to a shopkeeper on one side of a

Mr. *Diamond*—continued.

street that he should come within the Act, and his neighbour on the other side should be left out So we think it would be best for Liverpool to be treated as a whole.

4183. What I want to get at is this: I suppose it is difficult for you to give any accurate information, but do you think that the traders, say the drapers in the centre of Liverpool, who now close early, are so numerous that they would be able to impress their will upon the whole of the rest of Liverpool to make them close earlier than they otherwise would?—My knowledge of the drapers is that those of them who are not in the centre of the town would be only too anxious and glad to be brought under the operation of the Bill.

Viscount *Cranborne.*

4184. But the point is that there might be always a difference of opinion between one locality of Liverpool and another, and whether the thing was decided or not, might depend upon the votes of persons not directly interested in any way. You do not think so?—I do not think so, because if they are classified as drapers then they would settle the matter for themselves.

Mr. *Diamond.*

4185. And have a right to vote?—Yes. The difficulty would not arise with regard to the classification of drapers so much as it would with regard to my own trade.

4186. But you do not think that the general consensus of all the grocers in Liverpool, say, taking them as a whole, would be for closing at an unreasonably early hour?—No.

4187. They would, of course, naturally consult their own interests and the convenience of their customers?—Yes.

4188. And you could hardly say that in determining that matter the grocers in a certain portion of the centre of the town should not be allowed to register their vote in regard to that?—Certainly not.

Mr. *Lawson.*

4189. Would you say that the justification for a Bill of this sort was the excessive hours of labour worked in shops?—Yes.

4190. Do you mean by the hours of labour the hours of active work?—I mean the hours that the shop is kept open.

4191. But so far as the people in it are concerned, do you mean the hours of active work?—The assistant is always engaged in active work so long as the shop is open.

4192. I want to take you to one of these domestic shops you have spoken of, where a woman perhaps sells a variety of goods such as you described: would it not be true to say that in the middle hours of the day hardly anything is done at all?—But she would be busy in the house; and I think it is unfair that she should have to attend to domestic duties, and then when any business has to be done she should have to attend to the shop.

4193. You presume she would be attending to her domestic duties; but there might be no business in the shop during the middle hours of the day, might there not?—Still it would require her attendance in the shop.

Mr. *Lawson*—continued.

4194. But for practical purposes the shop is kept open because business is done in the evening, and during the middle hours of the day there would be one or two customers and no more?—Yes.

4195. Do you think that the people are actually working during the hours the shop is kept open?—I think they would be. The woman might be working in the house.

4196. In the shop, I mean. I do not mean work in the house making toffee, or anything of that kind?—The shop would require her attendance; it would require looking after.

4197. But she might be sitting there?—Yes, she might; but I think the great evil is the fact that she must be there that long number of hours.

4198. Is she not the best judge of that herself?—She is driven to it by the force of circumstances rather than by her will.

4199. I thought it might be true to say that in the outskirts of towns the shops were kept open to meet the convenience of people?—It is not in the outskirts of the town that it arises. I am speaking not of the centre of the town, but of the town generally, in the small back streets.

4200. But I understand you, in answer to an honourable Member, to say that at the present moment in the central parts of the town the shops do close early?—That is the large shops in the main thoroughfares; but branching from them there would be small side streets with a number of these small shops which are under worse sanitary conditions and are kept open longer hours.

4201. Do you believe that in many cases they would be driven out of existence if they were forced to close early?—No.

4202. Do you not believe that where a man was keeping a shop himself with his family he would resent being compelled to close at early hours?—So far as I have been able to ascertain the opinion of shopkeeepers of that class, I do not think so. Only the other day one of them said to me, "I wish they would include shops like mine;" that was a small shop, where the husband went out to his daily work and the wife attended to the shop.

4203. Has there been any expression of opinion on the part of these small people in Liverpool in favour of this Bill?—No, I think not.

4204. Then you could not say that you have got their opinion?—No, except that when I have come in contact with them I have asked them their opinion, and it has always been in favour of shorter hours.

4205. Is it not mainly really the case of the assistants, the men and women, that has been urged in favour of early closing?—The assistants, of course, are all in favour of it, and have given it their active support.

4206. Would not their case be met by limiting the hours of labour in shops, as in the case of young persons under the last Act?—No, it would not.

4207. Why not?—Because many shops which are in competition with the shops where they have assistants would be excluded.

4208. But

Mr. *Lawson*—continued.

4208. But they are people working for themselves?—Yes, but still they would have an unfair advantage over their competitors.

4209. Because of their own labour?—Yes, because of their own labour and the labour of their children.

4210. Is it not an extreme thing to tell a man that he is to be prevented from working at a legitimate trade like this, simply because he chooses, for his own purposes, to use his ability late at night?—I think it is no more extreme than that by his selfishness he should keep 100 or 1,000 people in his neighbourhood working long hours.

4211. But they can close if they like?—No, they are driven by the force of circumstances.

4212. They want to make more profit?—They do not want to give their neighbours any advantage.

Dr. *Farquharson.*

4213. My honourable friend suggested that the people are the best judges of what is best or worst for their health; do you think that is a proposition that would be entertained without some comment?—No, I do not.

4214. Is it not the case that a great deal of our law is framed on the assumption that people have to be protected against themselves?—Yes. I might give you an instance. I knew Liverpool when they used to keep pigs in the back yards and cellars, but the sanitary authority interfered and said that it was not conducive to the general health of the community; and I know that took a good source of revenue from some people.

4215. Is it really a very extreme order to interfere with the right of people to work for hours that may be presumed to be detrimental to their health?—I do not think the hours fixed would be such as to interfere with the comfort or convenience of the people.

4216. My honourable friend asked you about the small shopkeepers working in their shops. Is it the active work that is bad for the people, or is it the fact that they are obliged to sit or stand so many hours in the bad atmosphere?—I take it that it is not the work that is so exceedingly laborious, but the fact that they have to be so many hours at the work.

4217. Perhaps standing, perhaps sitting, waiting for business that may come or may not come, but in any case you would think being in a bad atmosphere is bad for them?—Yes, and I think it has a bad effect on the physical frame that a man should be kept so long at work.

4218. Do you speak from impression or from actual experience on that point?—I can speak from both. I have had both experience and observation upon the point.

4219. What condition of health do you think is engendered by these long hours of work upon men and women?—We do not employ many women in the grocery trade.

4220. Yours is a healthy trade rather, is it not?—It is healthier than most; it is healthier than the drapery trade.

4221. But even in your trade do you think

Dr. *Farquharson*—continued.

that damage is done to health by long hours?—Yes, I think so.

4222. You told us something about the popular feeling in Liverpool. You are only talking of your own trade, I understand?—Yes.

4223. There have been public meetings in favour of the Bill, we know; but has there been any demonstration of public feeling the other way?—No. I may say that at a public meeting last Monday in one of our largest halls, St. George's Hall, only two hands were held up in opposition to the movement.

4224. And you think that the case was plainly stated, and they knew what was going on?—Yes.

4225. Was the meeting composed both of shopkeepers and shop assistants?—Shopkeepers and shop assistants, and the general public. The tickets were well distributed, and all classes were represented.

Sir *Francis Powell.*

4226. Can you inform the Committee approximately how many members there are in your association?—There are 156 members, representing between 300 and 400 shops; nearly 400 shops.

4227. What proportion does that bear to the total number of shops in Liverpool?—That would represent about half, I suppose, of the shops of the class I represent.

4228. The grocers?—Yes.

4229. Have there been meetings held of other trades besides yours on the subject in Liverpool?—I am not aware of it.

4230. How do you account for there having been no expression of opinion on the part of other trades?—I am rather surprised myself that there has not been any. The drapers have no association. The chemists, I understand, have an association, and they are taking an expression of opinion, and, I believe, will give evidence before this Committee.

4231. But as to other trades; have you heard of anything being done in that direction?—I have not.

4232. I presume that the hours of closing in Liverpool differ very much in different parts of the town?—Yes.

4233. Do you find that early closing prevails through all the trades in any given district?—In some districts the movement was adopted some five or six years ago, and has been kept up, but it is on such an insecure tenure, that they are afraid every moment it may break down.

4234. Do you consider that a 12 o'clock closing on Saturdays is not wanted, with a view to the convenience of customers?—I think there is no necessity for it.

4235. I presume that those that shop so late on Saturdays are chiefly the working classes?—Chiefly; almost exclusively so.

4236. What hour would you describe as the most convenient hour, having regard to all the circumstances of the case?—I have no authority to speak for the association, but personally, I should say 7 o'clock for the first four nights, 8 on Fridays, and on Saturdays 10 or 10.30.

4237. Are you in favour of a half-holiday?—Personally I am not. We have not discussed that matter.

Mr. Edward Rainbow Hill, called in; and Examined.

Sir *Francis Powell.*

4238. I believe you are a councillor of the Corporation of Crewe?—Yes.

4239. What is your connection with the Crewe Tradesmen's Association?—I am ex-president.

4240. Who is president now?—A gentleman named Hoptrough.

4241. May I take it that his views and yours agree?—Yes, they do.

4242. You both speak the sentiments of the association?—Yes.

4243. What are the hours of closing at Crewe at the present moment?—Taking my own as a criterion, I will just read them out to you. Mondays, Tuesdays, and Thursdays, 8.15.

4244. Does that apply to all trades?—Yes, Fridays, 10.30, Saturdays, 11, and Wednesdays, 2 o'clock.

4245. I presume those hours are fixed by voluntary arrangement?—Yes, that is my own arrangement.

4246. Are those the arrangements usual in Crewe?—Yes, for the largest shops.

4247. How far do you consider those hours satisfactory?—I think we might very well close at 8 on Mondays, Tuesdays, and Thursdays; on Fridays we might close at 10, and on Saturdays at 10 or 10.30, and on Wednesdays at 1 o'clock.

4248. An hour shorter, that is to say?—Yes.

4249. What is the reason why you have such a late hour on Saturday?—It is through people who have got into the habit of late shopping.

4250. When are the wages paid in Crewe?—On Friday, at half-past 5 on Friday night; consequently, Friday is a marketing day as well as Saturday.

4251. Have you anything more to say about the hours of closing, or a half-holiday?—No, no more than that we might close an hour earlier on Wednesday.

4252. Are you in favour of compulsory legislation?—Yes.

4253. Have you examined this Bill?—Yes, to a certain extent I have.

4254. Speaking generally, are you in favour of it?—Yes, except the first clause. In a provincial town like ours is, I am afraid there would be a difficulty in getting a two-thirds majority.

4255. Then you think two-thirds is too large a majority?—Yes, in a town like ours.

4256. What would you substitute for it?—I should like to make it compulsory by Act of Parliament, in the same way that public-houses are closed.

Mr. *Lawson.*

4257. With no majority?—No.

Sir *Francis Powell.*

4258. But it must be set in motion by a majority. The Bill provides that there are to be two-thirds of the tradesmen who must apply?—Yes.

4259. What is your proposal: that a bare majority would be sufficient?—Either a bare majority or compulsion all round.

Sir *Francis Powell*—continued.

4260. A bare majority instead of two-thirds?—Yes, or compulsion all round.

4261. Would you explain what you mean by compulsion all round?—The same as the public-houses.

4262. Then you would not have any initiative at all by the Bill, but would make the law directly operative, as it is now in the case of factories or public-houses?—Yes.

Mr. *Lawson.*

4263. I suppose that one or two people would have to apply, would they not?—Yes, they would have to apply to the town council.

Chairman.

4264. Then, instead of having a majority of two-thirds you would allow a limited number, such as 10 or 20, to make application?—Yes, to ask for the Act to be put into operation.

4265. Is there any other requirement in the Bill which you desire to draw our attention to?—I think Clause 10 might cause an evasion of the Act.

4266. Would you explain your point?—I have not got the Bill before me, but I think it refers to lodgers.

4267. You object to the exemption?—Yes.

4268. Will you tell the Committee on what ground?—I do not know that it would be carried out openly, but a person might go in a large way into a supposed lodging-house, and supply people in that way.

4269. You think it might lead to a great evasion of the law?—That is what I think.

4270. Then the Bill provides for the possible division of a town into districts; are you in favour of that proposal?—No.

4271. What would be the alternative?—Taking my own town as an instance; one side of the street is what is called the west ward, and the other side is what they call the east ward. The east ward might be in favour of closing, and the west ward might not; they might get a majority in the east ward and not in the west; so that the people on one side of the street in the east ward would be compelled to close, while their opponents on the other side might keep open.

4272. You think, then, that it is fair to have the same regulation over the whole of the town?—Yes.

4273. Would you have any exemption from the operation of the Bill?—No, excepting to purely chemists and druggists.

4274. Those dealing in drugs for medical purposes?—Yes, those only.

4275. Would you have any classification of trades, or would you take all trades as one?—I would take all trades as one.

4276. You would have neither exemption nor classification?—No, because in a provincial town like Crewe we go in for what is called the mixed trade. A grocer will say he is a provision dealer and corn dealer as well as a grocer.

4277. You consider that, in a place like Crewe, great

Chairman—continued.

great difficulty would arise from a clause dealing with classification?—It would.

4278. Do you wish to tender any further evidence to the Committee?—Those are the chief points which I have mentioned.

Mr. *Tennant.*

4279. I should just like to ask you this: you said, at one part of your evidence, that you were in favour of a bare majority regulating the hours of closing, and then you went on to say that, on the application of a few ratepayers, you would like to see it done?—A few tradesmen.

4280. Then you are not in favour of any majority; you withdraw the majority?—Yes, I do withdraw the majority. The best explanation is here: We have something like 400 shops in Crewe; out of those 400 there would only be about 120 of what you would call principal shops, shops where they employ assistants; so that it would be impossible to get the small shops closed.

4281. You mean to say that you could not get a majority?—No.

4282. I am just asking your opinion; do you not think that you might inflict some hardship upon the other people who do not desire to close before half-past 8 or 9, or whatever the time may be, by coercing them to close earlier?—No, I do not think it would be so. It would make very little difference to them in time. People would get into the habit of doing their shopping earlier.

4283. You only speak, I suppose, for Crewe; you cannot speak for other places?—I speak for Crewe, certainly.

4284. You are aware that, by this Bill, it is proposed to deal with not only Crewe, but all parts of the country?—Yes, but I take Crewe as a fair test of a provincial town.

4285. But you are in favour of the whole town being taken as one, and not in districts?—Yes.

4286. Are you aware that there might be some difficulty with regard to other towns, larger towns than Crewe, in making that provision apply to them?—I do not think there would, because the same difficulty would arise if you came to divide them; the wards would divide in some street or other, and one side of the street would be in one ward and another in another.

4287. But could you take a large town like London or Liverpool, for instance, as a whole? No, I do not suppose you could. I speak more of the small provincial towns.

4288. Then, with regard to trades, why are you in favour of taking them as a whole; can you give any reason for your opinion that it would be better to take all trades *en bloc*, as it were, than to take them one by one?—If, for instance, the grocers decided in a town like ours to close, there are other shops that are provision dealers only, and at the same time every grocer that is called a grocer is also a provision dealer; so you would compel him, perhaps, to close his grocer's department, and not his provisions.

Mr. *Tennant*—continued.

4289. Therefore, you think that you ought to take the whole of every single trade?—Every single trade; take the whole of the trades in a block.

4290. You think that that would do away with that difficulty?—Yes.

Mr. *Lawson.*

4291. I understood you to say that you were in favour of closing compulsorily by Act of Parliament?—Yes.

4292. Without reference to the locality; all over the country, and in all trades?—Yes.

4293. All the shops of all trades?—Yes.

4294. And what hour would you fix?—Eight at night.

4295. Is that your own hour?—Yes, it is my hour; but it is not the hour all over the town.

4296. Of course, what might suit Crewe very well might not suit London; it is rather a strong order, is it not, settling the hour in that way?—No; I understood you asked me for our town.

4297. No, I asked for a compulsory hour for the whole country?—No, I could not say that; I cannot fix the London time.

4298. That is for all trades in Crewe?—Yes.

4299. I suppose that would be for the benefit of the big shops?—Yes, it would.

Viscount *Cranborne.*

4300. You said just now, in reply to an honourable Member, you were afraid that if there were a poll, and the small shopkeepers voted, you would not get a majority in Crewe?—I do not think we should.

4301. What sort of proportion do you think the vote of those in favour of closing would be to those not in favour?—We might get half. I do not know whether we should.

4302. You would not get half as much as they would?—No.

4303. Supposing that there were a poll, they would beat you by two to one in Crewe, would they?—Yes, I think they would. What I mean is that in the small shops there are many men employed in the Crewe locomotive works of the London and North Western Railway Company who keep a small shop at the same time to the detriment of the large traders.

4304. Do you not think that it is rather a startling proposal that one-third of a town should impose its will upon the other two-thirds?—I consider that the one-third would be the legitimate traders.

4305. You said just now, in reply to the honourable Member opposite, that you did not desire to close at 8 all over England and Scotland?—I said I should not like to make such a rule.

4306. Would your proposal be to schedule each town with a special hour opposite?—I think it should be so.

4307. Or would you leave it to the local authority?—I think that power should be given to the local authority to settle that.

Tuesday, 30th April 1895.

MEMBERS PRESENT:

Mr. Baldwin.	Sir John Gorst.
Mr. Cameron Corbett.	Mr. H. L. W. Lawson.
Viscount Cranborne.	Sir John Lubbock.
Mr. Diamond.	Sir Blundell Maple.
Mr. Edwards.	Sir Francis Powell.
Dr. Farquharson.	Mr. Samuel Smith.
Mr. Frederick Frye.	Mr. Tennant.

THE RIGHT HONOURABLE SIR JOHN LUBBOCK, BART., IN THE CHAIR.

Mr. THOMAS STUBBS, called in; and Examined.

Chairman.

4308. YOU are the honorary secretary of the Bolton Drapers' Association?—I am.

4309. And is that an association which fairly represents the trade in Bolton?—The majority of the trade are members of it.

4310. It is an association of the drapers, I understand, not of the assistants?—No, of the drapers themselves.

4311. And it comprises a majority of the drapers in Bolton?—The whole of the principal drapers with the exception of two in the centre of the borough, and many on the outskirts.

4312. Would you favour the Committee with particulars as to the general hours of the trade in Bolton?—The general hours would be from half-past seven in the morning till half-past eight on Mondays and Fridays; Tuesdays and Thursdays, from half-past seven to eight; Wednesdays, from the same time in the morning till one, and Saturdays, from half-past seven to from ten to nearly twelve.

4313. And I believe that your association is of opinion that those hours might be shortened with advantage?—Considerably so.

4314. Your difficulty is that some few stand out?—Yes.

4315. Have you any hopes of being able to shorten the hours materially by voluntary action?—None whatever. We have tried it and utterly failed.

4316. And your association, I understand, is in favour of some legislation?—Very strongly so.

4317. Have they considered the Bill which is now before this Committee?—They have.

4318. And what view do they take of the matter?—They think it is a very reasonable effort to deal with a difficult question; and the only suggestion they would make would be that the same majority should be required to cancel the operation of the Bill as to put it in operation.

4319. I think you mentioned to me in your letter that your members are unanimously in favour of the Bill?—They are; that is the only suggestion they would make of any alteration.

4320. That is to say, for revoking the order; *Chairman*—continued.

you would suggest that two-thirds should be required for that purpose?—Two-thirds, the same as to put it in force.

4321. And that is the only suggestion that your association wishes to make in regard to the Bill?—Yes.

4322. Do you think that any class of shopkeepers would be injured by a Bill of this kind?—We do not think so.

4323. You do not think that the smaller shopkeepers would suffer?—We do not think so; in fact, the smaller shopkeepers of our association speak very strongly in favour of the Bill.

4324. Now as regards the public, do you think that they would in any way be put to inconvenience by the adoption of a measure of this kind?—We believe they would not be inconvenienced at all.

4325. Has there been any public meeting at all in Bolton on the subject?—Not any, with the exception of the different associations.

4326. But I suppose you are in touch with the people and you know their views?—Yes. I may say that the grocers at their last meeting had this question before them, and a motion was put before the meeting against the Bill; an amendment was moved in favour of the Bill, and it was carried unanimously after a very long discussion.

4327. That was a meeting of the grocers?—Yes.

4328. Therefore we may take it that both the drapers and the grocers in Bolton are in favour of the Bill?—That is so.

4329. That seems to imply that you do not see any difficulty with regard to obtaining the two-thirds requisite for bringing the Bill into operation?—We do not see any difficulty at all.

4330. And have you any doubt that the local authority in Bolton would put it in operation on the application being so made to them?—We believe that they would.

4331. I was rather under the impression that your Trades Council in Bolton was in favour of the

Chairman—continued.

the Bill; you do not happen to know as to that?—I do not happen to know.

4332. I may take it that you, speaking for the Bolton Drapers' Association and, as you believe, also for the grocers, state that in your opinion they are decidedly in favour of this Bill, with the one suggestion of strengthening it as regards revoking the order?—That is so; in fact, I wrote to the secretary of the Grocers' Association to send me a copy of the resolution passed at their meeting; I have his reply if you would like to see it.

4333. If it bears on the point?—(*The Witness handed the same to the Chairman.*)

Mr. *Tennant.*

4334. We had a witness from Bolton, I think about a month ago, Mr. Vicar, and he was in favour of including off-licenses in the Bill?—Yes.

4335. May I ask your opinion on that point?—I am not prepared to give an opinion on that point. I do not represent the off-licenses.

4336. You only represent the drapers?—I only represent the drapers.

4337. And you only speak with regard to the drapers?—With regard to the drapers, and also what I know of what the grocers have passed; but on the off-licenses I should not like to give an opinion; I really do not know what their views are.

4338. You know the Bill, I presume; you have studied it?—Yes, I have read the Bill.

4339. What do you think about Bolton with regard to the question of an area; would you consider Bolton one area, or several districts?—One, I should say.

4340. And would your association be prepared to get the opinion of the people all over Bolton?—Oh yes, so far as the drapers and grocers are concerned.

4341. You are in favour of the Bill as it stands?—As it stands, with just the one alteration which I have suggested; that is, that two-thirds should have the power of cancelling instead of one-third.

4342. Do you know Clause 5 of this Bill: "A shop in which trades of two or more classes are carried on shall be closed for the purpose of all such trades at the hour at which it is by any order made under this Act required to be closed for the purpose of any of them." Do you think that there would be any difficulty in Bolton in regard to that clause?—In my opinion there would not.

4343. Are there many shops in Bolton in which two or more trades are carried on?—I do not think so.

4344. They are chiefly stores?—Yes, chiefly stores.

4345. Which close earlier now?—Yes.

4346. The Bill would not affect them?—I do not think so.

4347. Do you think that any class of the public would suffer by the passage of this Bill?—I do not think so. They get their wages on Friday early, and they have the whole of Saturday afternoon to do their shopping in, and the mills stop at half-past five every night; it used to be six.

Mr. *Tennant*—continued.

4348. At what time on Saturday?—Half-past twelve.

4349. Then you do not propose to alter the fines; I see that your colleague from Bolton wanted to make the fines heavier?—I have not gone into that.

4350. What time of day would you propose to adopt for the drapers for closing on the five days of the week, not the half-holiday?—Leaving out Saturday, I should say eight o'clock is quite late enough.

4351. That would be about an hour earlier than is your practice now?—No, half-an-hour earlier.

4352. Only half-an-hour?—Only half-an-hour.

4353. Then you do not think that you would bring about any great revolution in closing by this Bill?—No, I am sure we should not.

4354. Then all you aim at is to get from half-an-hour to an hour more leisure for the shop assistants?—Yes.

4355. And you think that would be a great boon to them?—Yes.

4356. And no detriment to anybody?—No.

Chairman.

4357. Would you not think the half-holiday clause also desirable?—We have it in force as far as the drapers are concerned.

4358. There are several towns that have the half-holiday, but are very anxious to put the clause in for the half-holiday, because they fear losing it owing to the action of a small minority?—We do not fear losing the half-holiday, but approve of the clause.

4359. You are not afraid that a small minority might deprive you of it?—No.

Mr. *Lawson.*

4360. You are yourself a draper?—Yes.

4361. And you yourself employ assistants?—Yes.

4362. Is your association composed of employers?—Yes.

4363. How many members are there?—Between 30 and 40.

4364. Out of a total number of what?—I cannot give you the total number, but the association comprises the whole of the principal ones, except two.

4365. It mainly consists of the big establishments of your town, I suppose?—No, we have some on the outskirts.

4366. But I mean they are mostly big shopkeepers, men who keep important shops?—Yes; still we have a number of the smaller shops as well; I should think equally divided, half-and-half.

4367. Would it be the case that in your trade, your particular business is more and more tending to go to the bigger shops of late years; you speak for the drapers, I understand?—Yes.

4368. In your trade in particular, is it the case that business is more and more concentrated in big shops?—I cannot say that. I think that the outskirts are doing a very good business just at present; some of the shops are doing remarkably well in the outskirts.

4369. But in the drapery trade there would not

Mr. *Lawson*—continued.

not be many small or domestic shops where a man is working with his family alone?—Keeping the shop, do you mean? No, I do not think so.

4370. In the drapery trade, in most of the shops assistants would be employed?—Yes; there would be a few where the man and wife and family would work, but the principal shops keep assistants.

4371. It would not be fair then to take the drapery trade as representative of the retail trade of your town generally?—What do you mean by that question? I cannot quite follow it.

4372. What I mean is this: in the drapery trade you tell us most of the shops are places where assistants are employed and where business is done on a big scale?—Yes.

4373. In many other trades of course there would be the small shops in the back streets that would be affected by such a Bill as this?—We also have small shops in the outskirts, and they are strongly in favour of the Bill, and spoke in favour of it at the association's meeting.

4374. Those people who employ no assistants?—Yes.

4375. You can say that positively?—I can say that positively; that they have spoken at the meetings of the association strongly in favour of the Bill.

4376. They do not object to being compelled to curtail their own leisure?—They would be only too glad, because it would compel their neighbours as well.

4377. I understand you to say that the artisans in Bolton cease work at half-past five?—Yes; it used to be six.

4378. Under this Bill the shops might be closed at six?—Yes.

4379. Would not that be a very short allowance of time to give to the people for shopping?—We should not think of adopting that.

4380. What hour would you give?—Seven or eight o'clock.

4381. I suppose in the central shops of the town the drapers close altogether?—No, from eight to half-past eight.

4382. And if you closed at eight o'clock it would not make much difference?—To some it might not.

4383. If you do not propose any large difference the matter is not of considerable importance any way, is it?—It would be of importance on the Saturday; some of them do not close till a few minutes to twelve then.

4384. Would you suggest a different hour on Saturday?—Yes, I would suggest ten on Saturday.

Mr. *Lawson*—continued.

4385. But I understand you to say that ten o'clock is the time at which some of them close now?—Yes.

4386. Then it comes to this: that in a great number of instances this Bill would make no difference to your trade?—Yes, it would; there are very few that close at ten on Saturdays and eight on the other days. It would affect the larger number.

4387. This would benefit the smaller as against the larger number of shopkeepers?—I think so; but I am not sure that I understand your question properly.

4388. You have told us that a certain number, you say a smaller number, already close on weekdays at eight and on Saturdays at ten; supposing that this Bill were in force, you would very likely adopt those hours for closing?—Yes.

4389. Then the question I put was this: is it not for the benefit of the smaller number who close at those hours, by compelling the larger number of shopkeepers in that trade to fall in with them?—I do not think it would make any difference at all.

4390. That contradicts your former answer?—No, I did not take it in that way. I understand you to say now that it would be for the benefit of their business; I do not think so. I do not think the larger shopkeepers that close now at ten o'clock would benefit in their business.

Chairman.

4391. Your meaning is that the closing of the larger number would give no unfair advantage to the remainder?—My contention is that we have a smaller number that now close at ten on Saturdays; if the Bill is put in force and forces the others to close at ten, these few would not benefit in their business by it, because the customers would not be driven to them; they would still go to the small shopkeepers on the outskirts that now keep open later.

4392. Nobody would be inconvenienced by it?—I do not think so.

Mr. *Lawson.*

4393. But I suppose the wish is father to the thought?—I do not think so.

Mr. *Cameron Corbett.*

4394. What is the latest closing that you have now in Bolton in your trade?—Well, I should think half-past nine on a week-night, and say at a few minutes to twelve on the Saturday night, and others in the same trade close at ten, and half-past ten, and eleven.

Mr. Alfred Charles Wootton, called in; and Examined.

Chairman.

4395. You are the editor of "The Chemist and Druggist" newspaper?—Yes.

4396. You have paid a great deal of attention to this subject?—Yes, some.

4397. For some years now?—Yes.

4398. When this Bill was first drafted it was thought that it might be desirable to exclude the chemists on the ground of their trade standing in a different position from that of others, but you yourself suggested, I think, that there was no necessity for taking that course, and you issued a circular inquiring the opinion of the chemists throughout the country?—I think I asked you, first of all, what your reason was for excluding them. I had no feeling in my own mind one way or the other.

Chairman—continued.

4399. And

Chairman—continued.

4399. And the result of our conversation was that you issued a circular to the trade generally throughout the kingdom; would you, if you have it on record, inform us what the result of that inquiry was?—Yes; we issued 10,000 voting-papers throughout the United Kingdom, that covering pretty fairly the whole of the chemists and druggists in the United Kingdom, and the result was that out of the 10,000 we had 2,227 votes; of these 1,330 were in favour of compulsory closing, 734 against it, and 163 neutral. That was at the end of 1886.

4400. You have now I believe issued another circular in certain towns?—I have.

4401. Which towns did you select for inquiry?—Liverpool, Birmingham, and Brighton.

4402. You thought that Liverpool, Birmingham, and Brighton might be taken as fairly representative of the views of the trade throughout the country?—Yes, fairly typical.

4403. And will you kindly state to the Committee what the result of that inquiry has been?—We issued postcards addressed to ourselves on which they were asked to state, either, "I am opposed to the principle of the above Bill," or, "I am in favour of the principle of the above Bill."

Viscount *Cranborne.*

4404. "The above Bill" being this Bill?—The Shops (Early Closing) Bill.

Chairman.

4405. I think you stated in your circular the provisions of the Bill?—We sent a reprint of the Bill and a postcard with the request that they would put on it either "I am opposed to the principle of the Bill," or, "I am in favour of the principle of the Bill." We sent 206 to Liverpool, 205 to Birmingham, and 71 to Brighton; that was as near as we could get them the whole of the chemists in business in those towns. The replies up to this morning have shown the following results: Liverpool, 106 for, 10 against, three neutral. Birmingham, 101 for, 11 against, six neutral. Brighton, 36 for, six against, three neutral.

4406. That makes 243 in favour?—Two hundred and forty-three in favour, 27 against, and 12 neutral. Besides at the same time in the Journal we suggested that people in other places might, if they would, express their opinions to us, and within the last week or 10 days we have received 43 letters or post-cards in favour of the Bill and three against it.

4407. And the readers of your paper have had the subject of the Bill called to their attention more than once?—Yes.

4408. So you think if they had felt strongly against it they would probably have communicated with you on the subject?—I should think so.

4409. Do you think that we might take it that these answers in all probability fairly represent the views of the trade generally throughout the country?—I cannot see any reason why they should not.

4410. And by the use of the night-bell in your opinion the provision with regard to the power of selling after hours meets any difficulty

Chairman—continued.

with regard to the selling of medicines after the shop is shut?—Yes.

4411. You do not think that there would be any inconvenience either to the public or to the chemist if this Bill were adopted?—I do not wish to speak as an advocate either way; I am merely conveying the votes that we have; I do not feel that I am in a position to express an opinion on the Bill.

4412. At any rate you have no suggestion to make with regard to the clause dealing with your business?—No.

Viscount *Cranborne.*

4413. Have your society considered the provisions of this Bill?—I represent no society.

4414. Then have you no opinion to give the Committee as to the operation of the clauses of the Bill?—There is one clause, the clause, I think, is No. 5, which compels a shop where two or more trades are carried on, if they touch one, to close the other trades; as that stands I think it is quite impossible to carry it out.

4415. Does that affect the chemists?—It would affect the chemists in this way: that suppose two-thirds of the chemists were to vote for the Bill, it seems to me that it would force all grocers to close, because they all sell drugs more or less.

4416. So far as the chemists overlap the grocers they would have to vote together?—Yes; but then it would follow with drapers and nearly all other trades; the drapers largely sell patent medicines now.

4417. What part of England do you know best, or are you a Londoner?—I have lived in London for a good many years.

4418. It has been suggested by other witnesses that, as a matter of fact, all the trades generally close at about the same time; that public opinion in favour of early closing is about the same for all trades in a particular locality?—Perhaps so.

4419. Supposing, as a matter of fact, it should be found that the chemists and druggists and grocers desire to close earlier on different days?—The effect of this Bill would be to make a compulsory closing.

4420. On another point, has your attention been drawn to Clause 9 which deals specially with the chemists?—Yes.

4421. It says in that clause that a chemist "shall not be liable to any fine under this Act for supplying medicines, drugs," &c., "but this section shall not be deemed to authorise a pharmaceutical chemist or chemist and druggist to keep open shop after the said hour;" what is your conception of keeping open shop; what is meant by those words?—I should say that either the front door is closed and they have to apply at a side door, or that they have to ring at the front door.

4421*. But in any case I suppose that the drugs and medicines would be sold in the shop?—Oh, yes.

4422. Therefore in that sense the shop would be opened for medicines and drugs to be sold there?—Yes.

4423. And a customer having come in to ask

Viscount *Cranborne*—continued.

for a rhubarb pill might also buy other things, I suppose?—When he got in.

4424. Would he have to say at the door I want to buy a rhubarb pill?—No, I should think not; but in chemists' shops there is a great difference in the amount of night business done.

4425. Anybody might buy anything they liked?—If the chemist chooses to sell it.

4426. And on Sundays?—And on Sundays.

4427. Any chemist could supply goods which were not medicine even though this clause were to become law?—Yes.

4428. What is the advantage of the law when anybody could break it if he likes?—The clause might be taken advantage of in that way. It would be possible to put in a clause to prevent that, but I do not think it would be practicable if a man once gets in the shop to prevent him buying something else.

4429. I was once in Edinburgh on Sunday and wanted some tooth power, and I bought it. The shop was what you would call not open; would a clause in this Bill prevent that?—How do you mean "not open."

4430. It had shutters?—Did you ring at the door, may I ask?

4431. No, I opened the door and went straight in and said, "Can you give me tooth powder;" under this clause would that be prohibited?—That is a question for the Court to decide; probably that clause would cover it.

4432. I mean is there any machinery for preventing or any possibility of preventing such a state of things even supposing it did pass?—I should think not.

4433. What is the use of the clause at all?—Because it would prevent the chemist from having his shop widely open, and evidently inviting customers as at present. When you went to that shop in Edinburgh, for instance, you had to open the door.

4434. So I have in winter in all shops?—It depends upon how it is closed, but if the gas is burning, and the shop is evidently doing business, you cannot call that closed.

4435. There is really no coercive power in this clause at all, as a matter of fact; I do not mean theoretically, but in practice?—I see a distinction between a shop open and a shop not open.

4436. There is no coercive power, no possibility under the clause to control a chemist who desired to break the law?—Not under that clause.

4437. I will ask another question: Suppose we take the case of a chemist who desires to obey the law, how is he to know where the line is to be drawn between drugs and medical appliances and other things which chemists sell; how is he to know that; is there a broad distinction between eau de cologne, for instance, and drugs?—No. Your tooth powder would have been a drug; I think they would have considered it so.

4438. And a tooth brush, is that a medical appliance?—Yes.

4439. In fact you would probably agree with me that there would be a necessity for more definition in this clause if it is to work at all. Acid drops are sold by some chemists, jujubes by nearly all; are they drugs?—I think under that clause the chemist would sell them, and

Viscount *Cranborne*—continued.

if he fairly closed his shop, if you had to go to the side door (or if the man has not a side door of course you must go to the front door), he would not be breaking the law.

4440. At any rate if he had done that he would have complied with the Act?—Yes.

Chairman.

4441. Would you look at Clause 9 of the Bill; the honourable Member asked you whether you did not think that practically that would not be coercive. But Clause 9 is entirely a relaxing clause?—Evidently.

4442. The object of Clause 9 is that whereas any other shopkeeper selling anything after a certain time would be liable to a fine, the chemist is exempted if he sells medicine or medical appliances?—Yes.

4443. Therefore Clause 9 is not a coercive clause, but a relaxing clause so far as a chemist is concerned?—I think so.

4444. And though there might be a border line on which it is difficult to say whether a thing is a drug or a luxury, do you consider that there would be no practical difficulty of importance arising out of it at all?—I think a chemist would read this clause as allowing him to sell practically everything in his shop; that is what a chemist might think; I do not say that is what a judge might think.

4445. But do you think that there would be any great practical difficulty arising from allowing chemists to sell drugs and medical appliances after hours?—No, not in the cases of chemists who do a really pharmaceutical business; there might in the case of chemists who are really more grocers than chemists, and there are such.

4446. But you do not think that the business would be of a magnitude to interfere with the general operation of the law?—No.

4447. In that case there might be a theoretical difficulty, but not a practical one?—I should think it would not be a practical difficulty.

Mr. *Cameron Corbett.*

4448. Do you think that chemists are practically thoroughly acquainted with the distinction between closing the shop, except for having the night bell, and having the shop open?—Yes, I think they have a clear idea of what that means.

4449. And having a perfectly clear idea of the distinction between closing the shop and being able to give medicines on an emergency, and having the shop open their answers imply that they think it would be a very good thing if they were compelled to close their shop at a certain hour?—Their vote seems to imply that.

Mr. *H. L. W. Lawson.*

4450. You have spoken of the canvass you took on a previous Bill?—On Sir John Lubbock's previous Bill.

4451. In that canvass you had only a bare majority of the votes given in favour of the Bill?—One thousand three hundred and thirty against 734.

4452. With a certain number of neutrals?—One hundred and sixty-three.

4453. Out

Mr. *H. L. W. Lawson*—continued.

4453. Out of 10,000?—Those were the answers we got.

4454. In the last case you sent out a polling paper with regard to the principle of the Bill, did you not?—Yes.

4455. You did not define the principle?—No, we sent with it the provisions of the Bill, and at the same time a short article commenting on it.

4456. It is possible, is it not, that anybody reading that paper may have imagined that the principle was closing the shops earlier than at present?—It is not possible if he read it.

4457. What would you define the principle of the Bill to be?—The power of coercion.

4458. You did not state that, did you?—Yes.

4459. I understood you to say the only question was, "Are you in favour of the principle of the Bill"?—No, that was the vote on the card that they sent back to us; "I am opposed," or "I am in favour of the principles of the Bill," but that was the article published with it (*producing the same*).

4460. Did you in any way define what you considered the principle of the Bill to be?—Yes, we did; we did it in our previous notes and in this note too.

Chairman.

4461. Did you send a reprint of the Bill?—Yes, a reprint of the Bill.

Mr. *H. L. W. Lawson.*

4462. You are in favour of closing chemists' shops absolutely at a certain hour?—No, I did not say I was in favour of that.

4463. You are not in favour of Clause 9 as it stands in the Bill?—Yes.

4464. And do you think that would be sufficient to give the necessary facilities for buying drugs and medical appliances?—I think so. I am neither opposed to it nor in favour of it, but as editor of the Journal, I merely state the result of the vote that we took.

4465. Do you consider that any difficulty would arise to the public from closing chemists' shops, or putting up the shutters at a certain time?—I do not see why so long as it was a reasonable time.

4466. Of course, prescriptions have to be made up at any hour?—Yes, Clause 9 would allow that.

4467. Would things go on just as they are now?—Well, it is to be hoped that they would get a little more leisure at night, that is all, the proprietors and assistants.

4468. But if prescriptions could be made up, if Clause 9 would enable that to be done, where would the difference come in?—At present in large shops, where several assistants are kept, one stays in after the shop is closed, one or more if it is a large business, and so they would have to do under any circumstances.

4469. That is my question; I really wanted to know what you thought would be the difference?—The general public would not come into the shop at those late hours.

4470. But you say that they would have to keep, perhaps, two assistants specially for the night-bell?—They would have to keep someone in always where there is a large prescription business.

Chairman.

4471. If there were several assistants, they would all be let out except one?—Yes; or in larger businesses, more than one.

Mr. *Tennant.*

4472. Is it the fact now that there is always someone on the premises of a chemist's and druggist's shop even at night ready to answer the night-bell?—Not invariably.

4473. But most of us have had experience of going out late at night for something we want for a sick person; you can nearly always get into a chemist's shop?—In a large chemist's shop, but there are many where you cannot get in.

4474. You think there are many where it is impossible to get anything late at night?—There are many where no one lives on the premises.

4475. So that, so far as that point is concerned, you do not think that the passage of this Bill would make any alteration in the existing practice?—I presume if it had any effect at all it would make a fixed time for closing; that would be a difference.

4476. What you might call partial closing. From your answers to Lord Cranborne, I understood you did not think that the door would be shut any more than the door of this room is shut, you would always have somebody there?—Generally, they would have to ring a bell. Generally, the assistant is in a private room; he is not at work in the shop after the closing hours, and a customer has to ring a bell and fetch him to the door.

4477. That is the practice at night after a certain time?—Yes.

4478. And that would be the practice after the closing hour fixed by the Bill; is that so?—I presume so.

4479. Now, to go to another point, have you experience chiefly of London or of any other towns also?—Yes, but it is a long while ago since I had experience in the country.

4480. Then do you consider that this Bill is required by the people in the country, or is its application more required for London and large towns?—There are some localities where it would not be suitable at all.

4481. Then you imagine, I suppose, that in those places the requisite two-thirds majority could not be obtained?—No, I am confident of that. For instance, a chemist wrote to me from somewhere near Piccadilly pointing out how impossible it would be to close early round there. It is pretty obvious that they do a lot of business at night, and I presume the chemists there would not propose it.

4482. Do you think that applies to any other trade in the same area?—I should think so. I am not an authority on other trades, but I should think it would.

4483. You only speak for chemists and druggists?—Yes.

4484. Then, do you think that might apply to some particular districts in the richer parts of

Mr. *Tennant*—continued.

other large cities, Glasgow, Liverpool, or Manchester?—No, I am speaking of this district as a district where people when they come out of theatres often buy things; at any rate, it is the fact that in the theatre district of London, as I may call it, there is a good deal of shopping done late at night, buying eau-de-cologne, perhaps, and I do not know what; not much in the way of medicine.

4485. London has no monopoly of theatres; there are other towns with theatres, and the principle might be applicable to such towns?—It might, only in those cases, if it were so, I presume there would not be a two-thirds majority in favour of closing.

4486. Still, it is possible that there might be a two-thirds majority, if you had a very large area which included not only the theatre district, but a larger district; is that possible?—Yes. That question of area is, of course, an important one.

4487. What is your view of the question of area?—I have not formed any view.

4488. For the purposes of London, for instance, have you formed any opinion?—Generally, I should say that the shops in the theatre district require to be open longer than in the City, for instance.

4489. What do you mean by the theatre district; you have theatres in Sloane-square and the Strand, and you have the Surrey Theatre, that is a considerable area; are you going to make that all one?—I am speaking of the Strand and round about Leicester-square.

4490. You think that that ought to be all one area, the parts in and around the Strand and Leicester-square?—I am scarcely prepared to define an area, but obviously an Act of this kind which applied to one part of London would not do for another altogether. The East End and the West End have different habits.

4491. And the local authority would have to say what the area shall be?—Yes.

4492. And the local authority may have other things to do and not have formed an opinion on that question; how do you suggest getting over that difficulty?—I think I could draw up an area map of London if I were required to do so which would be fairly reasonable.

4493. Supposing you did that you would have to have certain streets to bound certain areas?—Yes, there would be difficulties. There would be sure to be.

4494. You admit that there would be difficulties?—Yes.

4495. You think that possibly some hardships might be created by one trade shutting earlier in one area than in the other, letting the shops on one side of the street be open when the others were closed?—It is quite possible.

4496. But do you think it would really be a great hardship or not?—I really cannot express an opinion as to what would result.

4497. Would the chemists, so far as you know, resent very much having to close their shops at an earlier hour on one side of the street than those on the other?—Yes; I think every individual who objected to close would resent being forced to close.

Mr. *Tennant*—continued.

4498. Even though he might have voted in favour of early closing?—I suppose he would not vote in favour of early closing if he were not prepared to go with the majority in early closing. I should think that any of these men who voted with us in favour of the principle of the Bill would be ready to vote in the two-thirds majority.

4499. Having voted in the two-thirds majority, presumably he would loyally abide by that decision when it was arrived at?—Yes.

4500. Do you think he would resent having to close his shop when the man opposite was not compelled to close his?—If that occurred I suppose the two-thirds majority would dwindle down and the coercion would be withdrawn.

4501. In other words there would not be a two-thirds majority?—I do not think so.

4502. Still, you have to have a trial; you cannot tell without that?—No.

4503. I mean the first time this vote is taken it is an experiment?—Quite so.

4504. And it is conceivable that such a state of things as we have been discussing should occur?—Yes.

4505. And that there might be hardships?—That there might be complaints and difficulties.

4506. And you have not got any suggestion to make to the Committee by which that might be overcome?—No.

Dr. *Farquharson.*

4507. Are you in favour of reconsidering from time to time the decision of the locality about early closing, that is to say, if you got a two-thirds majority in favour of early closing to-day, would you be inclined to reconsider it to-morrow or the day following if the necessity arose?—Within a reasonable time, yes.

4508. If you found it did not work then you could go back and take another vote?—Certainly.

4509. Then I understand that, speaking generally, the chemists and druggists are in favour of earlier closing?—It appears so from the votes that we took.

4510. Are their hours oppressive and long?—Yes.

4511. Would you say that the business of a chemist and druggist was one that involved a great deal of strain on the attention of those engaged in it?—Yes.

4512. And that is one reason why you think they ought to get relief of that sort?—Yes.

4513. Would it be a fair way of putting it that, according to your plan, in place of a shop having 20 assistants working on Sundays, or very late hours on Mondays and Tuesdays, you would have only one or two, and thereby 18 would get relief?—We would only employ after hours the number necessary to meet cases of emergency.

4514. In fact, your position is very much like that of a medical man?—Yes, very much.

4515. And you are liable to be called upon on an emergency by the public?—Yes.

4516. And under those conditions you have to have one man waiting on guard, if I may put it in that way?—Yes.

4517. It is not necessary that he should sit in the

Dr. *Farquharson*—continued.

the shop waiting to serve the noble Lord with tooth powder or eau de cologne?—No.

4518. He might be upstairs or in a back shop with a newspaper?—Yes.

4519. And then the door would be ajar, or in some places, I think you say, people would have to ring a bell?—Yes, in most cases.

4520. That is like what it is in medical practice; the doctor is inside and liable to be summoned?—Yes. After the chemist has closed his shop he does not wish customers to come; they are rather a nuisance.

4521. Now, how would this Bill affect the practice of medical men who keep what is called an open surgery, which is very common in England; would a medical man, keeping an open surgery and supplying his own drugs, be obliged under the Bill to shut in accordance with the two-thirds majority?—I suppose so.

Sir *Francis Powell.*

4522. How do the hours of chemists' shops with regard to their closing compare with the hours of other shops?—I should think they are one or two hours later on the average.

4523. What is the reason of that extension of hours?—I think it is an old tradition that a chemist ought to be open later.

4524. Is that done with a view to the purely pharmaceutical business?—It is difficult to say how it has grown up. There is, as you know, a certain demand for medicines at night as well as in the daytime, and some chemists prefer to keep their shops open rather than to have this night-bell ringing. If one does, another feels he has to.

4525. And keeping the shop open for an hour or two will prevent interruption at a later hour?—It is thought so.

4526. Is that the view of the trade?—It is a very old system, the keeping of chemists' shops open so late. I should not like to say how it grew up.

4527. Do you find that the custom of combining other trades with the trade of a chemist is growing or not growing?—The system is growing of other traders selling drugs and medicines, but I do not think that the system of chemists selling groceries or such goods is growing.

Dr. *Farquharson.*

4528. A country grocer now keeps a pharmaceutical assistant, does he not?—A few large ones do, and those that have formed themselves into companies.

Sir *Francis Powell.*

4529. Do chemists open later than other shops?—In the morning do you mean. No, about the same time.

Chairman.

4530. You published an article on the subject of early closing in "The Chemist and Druggist" of the 20th of this month?—Yes.

4531. Will you hand it in?—Yes.

Mr. *H. L. W. Lawson.*

4532. I see in the article you question the majority in the Bill, and you say, "Perhaps two-thirds is not a large enough majority, at all events to begin with." It is open to doubt whether in a town where there are 15 chemists 10 of these should have the power to coerce the other five?—At all events to begin with.

4533. That was sent out with the polling cards?—Yes.

4534. Then, of course, the principle of the Bill must allow a great latitude to those voting?—That is why I say that we did explain the principle of the Bill. I regard the principle of the Bill as being the power to enforce early closing.

Chairman.

4535. You also sent, as I understand, the Bill itself?—Yes; we sent the Bill, all except the one or two clauses, like the date of coming into operation.

4536. All the important clauses, I mean?—All the important clauses.

4537. And you think, therefore, that they perfectly understood what the general proposals of the Bill are?—They must have understood.

4538. As regards the areas, the Bill leaves the question of areas very much to the shopkeepers themselves and the local authorities?—Yes.

4539. Do you not think it better to leave the matter in that way rather than to attempt to define the exact areas by Act of Parliament?—I feel that that question of areas is a difficulty, and must be a difficulty.

4540. It is a difficulty in any case?—In any case.

4541. Do you think it would be impossible in an Act of Parliament, particularly in the case of London, to define the areas?—Yes.

4542. Therefore, you approve of the way in which that question is dealt with by the Bill?—Yes.

Mr. EDWARD GOULD, called in; and Examined.

Mr. *Tennant.*

4543. YOU are Her Majesty's Superintending Inspector of Factories?—I am.

4544. And as such you are responsible for seeing that the provisions of the Factory Acts are carried out, and that overtime is not worked by protected classes?—That is so.

4545. You have examined this Bill, have you not?—I have.

4546. Would you give the Committee gene-

Mr. *Tennant*—continued.

rally your views upon the provisions of the Bill?—I suppose I may ask one question first; that is to say, is it intended to apply to all shops irrespective of the class of hands who are employed in the shop.

4547. That is so?—I think the first sub-section of the first clause is exceedingly good; as to the second sub-section, with regard to six o'clock, there seems to be to my mind a little doubt,

Mr. *Tennant*—continued.

because there are so many places in poor neighbourhoods where the shopping cannot be done by six o'clock.

4548. You think that that hour should be extended?—I think so.

4549. Would you suggest something?—I think I should suggest eight o'clock. You see so many people of the working classes do not leave their work till six and sometimes not till seven o'clock, and they would have no opportunity practically of buying their little stores until after that hour.

4550. But from your experience do you consider that most of the shopping is done by the working men or rather by their women kind?—The women undoubtedly do the shopping, but then they have to wait for the money; the late night is always the night on which the wages are paid.

4551. That is the end of the week?—That is the end of the week.

4552. They are generally paid on Friday or Saturday?—That is so, and a great deal of the shopping is done on the Saturday night between nine and eleven o'clock in the poor neighbourhoods.

4553. Then do you think that it would be advisable to try and make that shopping a little earlier, to close the shops at half-past nine or ten on Saturdays?—I think ten o'clock might be a fair compromise, but I think they should have one night a week late, as late as ten o'clock at least.

4554. Then with regard to Clause 4 of the Bill, do you approve of that clause as to classification of shops?—Yes, I do; but the only question that arises in my mind is as to what "central authority" is referred to.

4555. It has been suggested by the Local Government Board, and has been practically agreed upon by the Home Office, that the central authority should be the Home Office?—I ask that question, because otherwise there would seem to be some dual authority in the matter.

4556. Do you think that practicable from your point of view as an inspector of factories?—I see no reason against it, as it says further on that the police should be the individuals entrusted with the administration of the Act, and as they are practically under the Home Office, if the classification were under the Local Government Board you would get a dual authority at once, which I think undesirable.

4557. The only dual authority you would have would be outside London, where you would have the local authority putting the Act in force, and in the event of a dispute reference would have to be made to the central authority, namely, the Home Office?—Quite so.

4558. Of course you know the local authorities are not under the jurisdiction of the Home Office?—No.

4559. But you do not see any objection to that particularly?—None whatever.

4560. Then with reference to Clause 5, which relates to shops where trades of two or more classes are carried on, do you consider that their might be hardships in having to shut up shops altogether at earlier hours owing to this provision?—You mean such a condition of things as

Mr. *Tennant*—continued.

where a man with a barber's shop sells other articles?

4561. Yes, or even larger shops where they sell everything?—General shops.

4562. Yes?—I think there might be some difficulty arising there. If you have a grocer who sells articles of drapery, for instance, and so forth.

Sir *J. Blundell Maple.*

4563. Or boots and shoes?—Yes.

Chairman.

4564. Do not those large shops now close earlier?—On one day in the week.

4565. That is the half-holiday, but apart from the half-holiday do not large shops generally close earlier?—That is so generally in London.

Sir *J. Blundell Maple.*

4566. But are not the general shops in the country small shops?—Yes.

Mr. *Tennant.*

4567. Have you much experience in the country of small shops which sell a great many different articles?—Yes, one sees that constantly.

4568. Do you think they might be injuriously affected by such a provision as this?—I should be afraid that they might be.

4569. From your experience of the working-classes generally, do you think there would be any difficulty in getting them to do their shopping earlier, or do you think they would be inconvenienced by the shutting of all shops at eight o'clock?—I think if you allow them one night in the week to shop late, that would meet the case 19 times out of 20.

4570. May I ask you this question: do you think that a Bill of this character, namely, the local option character, would be more effective and generally preferable to one which contained a provision by which it should be made illegal for any shop to be open for more than say 12 hours in a day, or rather for any one to be employed for more than 12 hours in a day?—Yes, I think it would.

4571. You think that this Bill is preferable?—I think that this Bill is preferable to a hard and fast line.

4572. And more effective and more easily carried out?—Yes, in my opinion because in different localities you find there is generally a consensus of opinion as to what is the best time to stop, and very few people would hold out if the others closed, in the country especially.

Sir *J. Blundell Maple.*

4573. If the generality close those others follow suit?—Almost always.

Mr. *Tennant.*

4574. I want to ask your opinion with regard to the first clause, if you will look back to that. The wording of the clause is "shops within the district or any part of the district;" we have taken a considerable amount of evidence before the Committee, and we have had some difficulty in seeing how that might work; you are aware probably of the argument, that in a large place like

Mr. *Tennant*—continued.

like London you would have to have a street dividing two different districts or parts of a district, and it might be that you would have certain shops open on one side of the street and closed on the other; I should like to know your opinion, whether you think that would be a hardship. You see, you might get a two-thirds majority in one area and not in another?—Then, excuse my asking, what is your unit as part of the district?

4575. We have not got one; that is left to the local authority; it might be a parish or a ward?—I think that might be a hardship if you were to make your "part" of a district too small.

4576. Do you think it would be practicable in London to unify London, to make one area, or would the east and the west clash?—I think the East End shopping, so to speak, is carried on on an entirely different system from that in the west. The West End establishments almost always close at seven o'clock, hardly ever later.

4577. We have just had a witness here who tells us that chemists and druggists in and around Piccadilly would not close before ten or eleven o'clock. That is a special trade you would say?—Yes. I was not thinking of the chemists; that is so, no doubt.

4578. But you think it would be impossible to treat London as one district?—I do.

4579. You would have to divide it up, and in order to divide it up you would have to make certain streets the line of demarcation?—If you have certain districts, of course the districts must be bounded in some way.

4580. Have you any suggestion to make to the Committee by which that difficulty might be lessened?—I think you might divide London for practical purposes into, say five, six, seven or eight districts, such as Chelsea and Fulham; we will take these two as being poor neighbourhoods; then we will take Whitechapel, which is entirely a place *sui generis;* the West End would probably be the West End that is considered as such; and then Soho, there are a different class of people there also.

4581. In the north?—In the north, such as Islington and Hoxton.

Sir *J. Blundell Maple.*

4582. Are there not small shops in the West End?—You do find them, but not to the same extent.

Mr. *Tennant.*

4583. Do you consider that by the provisions of this Bill the small shopkeepers would be hit hardly at all?—I think if you gave them one late night a week to keep their shops open till ten o'clock, that would almost meet the case; but I think six o'clock would be too early in many cases.

4584. And, generally speaking, you think that a Bill of this kind would be a great boon to the working classes and to the shop assistants generally?—I think it would be an immense boon to the shop assistants.

4585. And not be an inconvenience to any section of the public?—Not after the first few months, or a year or two; it would gradually get into shape. I do not see that there would be any serious disadvantage to the shopping class.

Mr. *H. L. W. Lawson.*

4586. From your knowledge of the conditions of labour, would you say that there is a great difference in different parts of the country in the time at which artizans and labourers leave off work?—Yes; in the North of England, for example, the work is generally done from six to six, and in other parts of the country from seven to seven; in other parts from eight to eight.

4587. In your opinion, is it essential to the working of this Bill that no time should be fixed too early to allow of the artizans and labourers themselves shopping after they have had their evening meal?—I think so, certainly.

4588. Is that the reason that you advocate putting in eight instead of six as the optional hour?—Yes.

4589. And you do not think that the Bill ought to pass without that amendment?—That is my opinion certainly, for what it is worth.

4590. Are you particularly acquainted with London?—Yes, I have been in London for a good many years.

4591. Is it the case that the hours of labour vary very much in different parts of London?—Well, six to six, seven to seven, and eight to eight are the general hours; eight to eight predominates, I think.

4592. From your knowledge, is it the case that more and more working people in London go to the outskirts to live?—Undoubtedly.

4593. Therefore, to enable a man to shop near his own home, you would have to allow the time for going and coming?—Yes.

4594. That necessitates a later hour in many districts in London?—Yes, that is a condition which adds to the force of my idea on the subject.

4595. Are you aware that the Bill might be applied by the County Council to the whole area of London?—That had not struck me, but I presume it could be.

4596. Do you think that that would be an inequitable arrangement, one that would be inconvenient to working people?—I think it would be inconvenient to a section of the people of the working classes in different districts.

4597. Dealing with London, do you think it possible that the local authority in the different districts and parishes might be a preferable authority to the County Council?—I think so; they would know more about the peculiar wants of their districts.

4598. Therefore, you are in favour of amending the Bill to that extent, striking out the County Council and substituting the district authorities?—Yes.

Sir *J. Blundell Maple.*

4599. That would mean, would it not, dividing London into an enormous number of districts?

Mr. *H. L. W. Lawson.*

4600. The Parliamentary boroughs in London are some 58; of course, you are aware that that

Mr. *H. L. W. Lawson*—continued.

produces sometimes very anomalous results in London, because of the curious way it is carved out?—No doubt that is so, that is a difficulty.

4601. Would you be in favour of restricting the operation of the Bill to shops where two or more assistants were employed, for example?—No, I do not see that. It would be just as hard upon one assistant to be employed long hours.

4602. You would apply it to a shop where any assistant is employed?—Yes.

4603. But take the case of a domestic shop, where a man is working with his family, is it not almost an unprecedented legislative interference, as far as you know, to stop that man in the exercise of his power of working if he chooses?—Yes, it is; but the family appears to me to be rather a different condition of things; I mean it is a different thing for a man to employ his own family from what it is for a man to employ his hired assistant. At the same time, to allow the man and his family to keep the shop open would give them an undue advantage.

4604. Would you say that a very strong case, on grounds of health, should be made out before you interfere with a domestic shop of that kind?—I should say so undoubtedly; but the difficulty is that you give him an undue advantage over his neighbour.

4605. Yes, but at the same time the only way of avoiding that is to prevent this man himself working in what may be a healthy and is certainly a legitimate trade?—That is so.

4606. Though the conditions may be perfectly healthy, so far as you know, in certain cases?—Yes.

4607. Have you really considered the alternative proposal, to extend the Shop Hours Regulation Act to adults; you know Sir John Lubbock's Act in regard to shop hours?—Yes.

4608. Have you considered the question of extending that Act to adults and so meeting the difficulty of excessive hours; that Act only applies to young persons, and limits their hours to 74 hours a-week; it has been proposed by some people to make that applicable to all persons working in shops; what do you say to that?—I am not prepared to answer that question.

4609. If you have not considered it you could hardly say that you have really considered the question in all its bearings?—Well, that is so; I have not, so far as that is concerned.

Mr. *Edwards.*

4610. But you are strongly of opinion that it is well to close shops earlier than they are generally closed now?—I think so.

4611. You say that one or two would not hold out against it; is that your opinion?—I think that the minority would very soon submit to the general wish of the majority in such cases, but, of course, I have had no experience of that; it is merely an opinion.

4612. We have had evidence that that is not so. You were speaking of the difficulty of shops having various departments, grocery and drapery, for instance; is that really a serious difficulty in the Bill, such a state of things occurring; is not

Mr. *Edwards*—continued.

that generally in the case where there are large shops?—In the case of stores.

4613. Or in the case of tradespeople who are well-to-do, who are doing a good business, and who add to their business by keeping a number of departments?—That is so; but in the case of large establishments my experience is that they are not kept open late.

4614. No, they close early, therefore that is no objection to the Bill, no practical difficulty?—No.

4615. And have you experience in small towns?—Yes.

4616. You do not often find that such shops keep open late?—Yes, what we call general shops; grocers, who sell almost everything.

4617. But such shops would be better than their neighbours' shops; I mean that where there are such cases the Bill does not inflict any hardship upon them, because they are better able to protect themselves than the small shopkeepers are?—I do not quite follow your question.

4618. It is sought to be made out that as the same man may sell various kinds of goods, may sell drapery and groceries, there might be a hardship in having to close all the departments on the same day?—I think it is possible that there might be hardship in such conditions.

4619. Then I gather that you say that in those cases they cannot be put to any hardship because they are already closing earlier, and are a better kind of shop?—I hardly think that is so in the country; it may be, but the general shop in the ordinary village is one that requires to be kept open as long as possible.

4620. But then the general shop in the village is better than any other shop in that village?—Only from your being able to buy a greater assortment of goods there.

4621. The shopkeepers keep a greater assortment of goods, and therefore are better off than others?—Certainly.

4622. Therefore, do you think that this Bill gives protection to small shopkeepers in this matter of voting for early closing?—It is very hard to say that.

4623. In your opinion, is there a majority in any town of small shops or is there a majority of large shops?—You must have a definition of a small and a large shop. If you mean a shop where there is only one assistant or two assistants, or only the man himself or his wife, they would all be included under the small shops, I presume. Probably, in small towns, you would find a larger number of small shops than large; I should think so.

4624. And therefore it would be easy, you think, for them to protect themselves from possible injury by being compelled to close by the larger shops?—They would probably outvote the larger shops.

Mr. *Samuel Smith.*

4625. You spoke about the large shops that carried on different kinds of trade; one shop sometimes carries on half-a-dozen trades, and supposing each one of those trades fixes a separate time for closing, would, then, this large shop be obliged to close entirely, or only the separate department belonging to the trade in which the holiday

Mr. *Samuel Smith*—continued.

holiday was being held?—It seems to me that that is rather an extreme case; it might so happen, but I should think it would very rarely be the case.

4626. But it is very common to have three or four trades carried on in a large shop?—It is.

4627. Supposing that each one of those trades fixes a separate time for closing; say, for instance, that the drapers fixed on Monday, the grocers Tuesday, and the booksellers Wednesday, would that large shop have to close on Monday, Tuesday, and Wednesday entirely?—I doubt whether that difficulty would really in practice ever arise. I think it is generally understood—it is now exceedingly common in the country (I am speaking now of the country)—to have one day a week as an early closing day, in order that the shops may keep open later on the market day.

4628. One day is fixed by all?—It is the commonest thing possible.

4629. Then you do not think that that would be a practical difficulty?—I do not.

4630. I gather that your main point is, in reference to the hour of closing, one night in the week being kept late for the working-classes?—That is so.

4631. Do you think that Saturday would be the most convenient day for that purpose?—That is so in the case of London, but in the country the market day is the day on which they would generally prefer to keep their shops open late.

4632. That day would be fixed by the local authority?—Yes.

4633. And you think that eight o'clock rather than six o'clock would be the right hour to take?—I think that would be a fair compromise.

4634. Do you think that the public at large are in favour of some compulsory early closing at night, so as to have their business done at an earlier hour; is that the general sense?—Yes, I think it is; that some interference would be welcome.

4635. And you do not think that this would be practicable without an Act of Parliament; you think it desirable to have this Act of Parliament?—Personally, I do.

4636. You think that voluntary action would scarcely cover these cases?—I doubt it.

4637. And you find that the general opinion both of shopkeepers and shop assistants is in favour of legislation in some measure like this?—I can hardly answer that question from intimate knowledge; but that is my impression.

4638. Where do your duties as inspector lead you to chiefly; what is the nature of your inspection?—I have the superintendence of the districts in the South, and South-East, and West of England, and the Eastern Counties, say from Norfolk to Cornwall.

4639. And what class of works are under your inspection?—All the factories in the counties comprised in the South, and South-East, and the Eastern Districts of England and the workshops outside the jurisdiction of the London County Council.

4640. I suppose, now, the smallest workshops are under inspection?—That is so.

4641. That is with regard to sanitation, and so forth?—That is now under the local authority. In the workshops our jurisdiction is confined to the hours of work for the protection of the hands.

Mr. *Samuel Smith*—continued.

4642. Is there any jurisdiction at all over shops for such things as ventilation and sanitation?—With regard to sale shops, absolutely none.

4643. So that a shop might be very badly ventilated, and yet there is no local power, or any power that exists for remedying that?—There is not at present.

4644. But, I suppose, in a factory you can see that the ventilation is sufficient?—Yes; not in the sale part of the shop.

4645. Do you think it desirable that there should be some inspection of the sanitary condition of shops?—I think it could do no possible harm, and might do a very great deal of good.

4646. In regard to such things as bad ventilation and foul air, for instance?—Yes.

Sir *Francis Powell.*

4647. Respecting the domestic shops, I presume they are always small?—All those I have seen are.

4648. Then what would be the extent of their interference with neighbouring shops, supposing they were exempted?—That depends entirely upon the class of goods they were selling or the demand for those goods. I think it would be impossible to answer that question satisfactorily.

4649. But seeing that these domestic shops are small shops, and seeing that they do not interfere with their neighbours to any appreciable extent, do you think it is a reasonable thing to injure them by any restriction in this Bill?—If it could be proved that there was no interference with their neighbours and that they did not get an undue advantage over their neighbours, I think it would be better to leave them alone; but at present it is almost impossible to answer that question unless one knew the class of goods they were selling and whether they would have an undue advantage.

4650. But, still, you have stated your opinion, from your experience and knowledge, that they are only small shops?—Only small shops.

4651. And therefore their interference must necessarily be limited?—I could not answer that question; it would depend entirely upon the nature of the trade they were doing.

4652. But do you think it a reasonable thing to interfere with the little traffic which these small shops carry on?—Well, it depends upon whether, if they were not interfered with, their traffic might not become such as to damage their neighbours; that is the point.

4653. But you observe from the nature of the case that they, being domestic shops, must always be small shops, and therefore the interference would be very limited?—It is possible that that may be so, but I could not answer that question without more data.

4654. Do you think that it is a reasonable thing to interfere with the small trades conducted by members of the same family?—I think it should be done with very great discretion if it is done at all.

4655. Would you bring them under the Act,

Sir *Francis Powell*—continued.

to run the chances of the Act, or exempt them altogether?—I do not see how you could exempt them altogether.

4656. Are you aware that they are exempted by law now under the Shop Hours Act; that the present legislation exempts them?—That it exempts them from any interference? Then it is quite possible that that might be advisable, but I could not express a strong opinion about that. I merely raise the question that there might be cases in which shops, which were kept up entirely by the inmates and their families, might interfere with the trade of the neighbourhood in the larger cases.

4657. Seeing that the law now exempts them, and seeing that you have had no complaint of mischief arising from that exemption, do you see any reason why that exemption should not be continued?—I see no reason at present except the one I have stated; I cannot go beyond that.

Chairman.

4658. What they are exempted from at present is the limitation of the hours; that that is not to be enforced against a parent as regards his own children; that is a different thing?—Quite.

4659. And would it not be a very difficult thing to draw a line as to what were small shops?—I think so.

4660. We had evidence before the last Committee of this character: One man says, "I keep no assistants; my shop is worked by my wife and daughter; we are very anxious to close earlier, but we are kept open till eleven o'clock every night because there is a man in the next street in the same business who will not close earlier." Are there not many cases of that sort where such a measure as this would be to the advantage of the small shopkeepers?—I think so, and that is a part of my reason for mentioning it.

4661. May I gather that, apart from this suggestion you have made as regards clauses, on the whole your opinion is in favour of this Bill?—It is generally.

4662. We had evidence before the last Committee that the general opinion of the inspectors of factories was that the time had arrived when there should be some legislation on this subject as far as possible; can you give us any information on that point; what is the opinion of the inspectors of factories generally?—I cannot answer that question. I have not had any conversation with any of my colleagues.

4663. As regards Sub-section 2 of Clause 1, you have suggested that six o'clock is probably too early; of course, you have observed that that is only a limit?—Perfectly.

4664. We have had evidence from persons who say that in their trades they close at eight

Chairman—continued.

o'clock now, and they would generally be prepared to close at seven o'clock; would you see any reason why they should not have the option of doing so, where they are prepared to do so?—Absolutely none.

4665. Therefore, you would not put any limit of eight o'clock as the hour which you think should be the limit in all cases?—I think that the hour should be left, as I understand it would be, to the sense of the locality.

4666. And in that sense you would not object to six o'clock remaining in the clause if it were simply a permissive power, if the sense of the locality were for closing them; it does not say it must be six o'clock; many places might be in favour of going on, as you say, as late as eight o'clock; this is only the extreme limit which can be applied under the Act?—Yes; I think you might have a difficulty arising. If you got some people who were anxious to be excessively disagreeable to their neighbours, they might insist upon six o'clock. I think six o'clock too early.

Mr. *Cameron Corbett.*

4667. You have first to get two-thirds of the shopkeepers asking for it, and then the local authority decides; the local authority is not bound to do it unless it thinks fit?—I see it is not bound by the wish of the two-thirds; that might meet the case.

Chairman.

4668. You think, under those circumstances, it might remain in the Bill?—I should personally prefer seven o'clock.

4669. But do you not think, as it is permissive, that eight o'clock might be too late?—Eight o'clock might be too late.

4670. As regards areas, it would be extremely difficult in a Bill of this sort to lay down fixed rules as regards areas; not only as regards London, but other places?—It would undoubtedly.

4671. Therefore, is it not better to leave that question to be settled by the local feeling, the local authority?—I am entirely of that opinion.

Mr. *Tennant.*

4672. In reference to the point Sir John Lubbock has put now about eight o'clock, you said to me that you preferred six to be altered to eight; now you have modified that to seven, I understand?—Yes, in consequence of what Sir John Lubbock has said.

4673. That being purely permissive?—Yes.

4674. If you had it "not earlier than eight" you could not possibly close at seven o'clock; that is what you mean?—Quite so.

Friday, 3rd May 1895.

MEMBERS PRESENT:

Mr. Baldwin.
Mr. Cameron Corbett.
Mr. Diamond.
Mr. Edwards.
Dr. Farquharson.
Mr. Frederick Frye.
Sir John Lubbock.
Sir Blundell Maple.
Sir Francis Powell.
Mr. Samuel Smith.
Mr. Tennant.

THE RIGHT HONOURABLE SIR JOHN LUBBOCK, BART., IN THE CHAIR.

Mr. THOMAS PRATT LING, called in; and Examined.

Mr. *Frye.*

4675. I BELIEVE you appear here as representing the Metropolitan Grocers and Provision Merchants' Association?—I do.

4676. And also you are largely connected with business in shops in various parts of the country?—In the north of England and in London.

4677. Can you give us any idea of the hours of labour in those towns, such as Manchester?—We open, I think I am correct in saying, in every case, but I do not attend to it myself, at nine o'clock in the morning, and close at seven o'clock in the evening. It may be a little longer in a place like Oldham or Southport, but it would only vary half an hour, or something of that sort.

4678. So that this Bill probably would not affect you at all?—Not at all there; but it would in London.

4679. And I understand that you are against legislation of any kind with regard to the closing of shops?—I am.

4680. You think it would not work, at any rate in London, at all?—I think it would be perfectly unworkable; I do not think it is possible.

4681. Why do you think so?—In the first place, I think that before the Act could be put into force the difficulties would be enormous. If the signatures of a two-thirds majority of the shopkeepers in all London be required before enforcing earlier closing the difficulty will be enormous in obtaining them. I do not know who is to do that, and even if they were obtained, how those who are obtaining them can satisfy the authority that the signatures of so many thousands as there must be are fairly obtained and genuine I am at a loss to understand.

4682. You think that there would be great danger, if those signatures were obtained in favour of early closing in particular trades, that a great many of them might be forged?—Well, fictitious. Then, on the other hand, if London be divided into districts, it appears to me that districts so overlap each other, or jostle each other, that you would have one district with the Act in force, and two or three round it with the Act not in force; with the result that on one side of the street we should have shops open, and on the other side of the street the shops would be closed.

Mr. *Frye*—continued.

4683. Have you something to say on the fifth clause of this Bill?—Yes; if I take my own case, in my London shops there are certainly two distinct trades, and possibly three, if oil and colourmen are reckoned, but certainly there are groceries and provisions sold. Now, if the grocers adopt, say, Wednesday, for their early closing, and the provision dealers adopt Thursday, I must by this Bill close on both days.

4684. Do you think that that would act very unfairly, provided you carried on a number of trades, as many traders do?—I do; very unfairly.

4685. Then you also think that it would act very unfairly to small traders and costermongers, do you not?—From the conditions that now prevail amongst the lower classes of the country, I cannot see how costermongers are to live at all. The bulk of their trade is done after seven or eight at night.

4686. Do you also think that people who earn day wages, and get paid every day, and arrive home late in the evening, would be prevented from getting what is necessary in the way of food?—It appears to me that there are very many thousands of people who depend upon receiving a few pence, or shillings, or so, for odd jobs, who cannot get the necessaries of life until they have received that money, and if they do not get it until after eight o'clock at night, and all the shops are shut up, I do not see exactly where they are to buy the necessaries of life.

4687. And many of them travel long distances away, you think?—Yes, a great many, which is evidenced by the workmen's trains, out of which thousands are poured.

4688. And you think the small shopkeepers would suffer very much if this Bill were to pass into law?—They would suffer very much if you exempt the costermonger from it. Of course, the smallest shopkeepers would then be in a very invidious position. It would affect the smaller

Mr. *Frye*—continued.

smaller shopkeepers, I think, from the fact that the wives of the working men, who like to finish their household work, and trim themselves up a bit before going out, would not be able to get out in time; and consequently I think it would come to this: that the husbands in many cases would bring the necessaries home from the larger shops in the centres where they work. For instance, a man working in Shoreditch, and having to get to Stratford, would call at a shop in Shoreditch or Bishopsgate before he got to the railway station, and take the goods home with him, to the detriment of the smaller shopkeepers in the working-class neighbourhoods. And that would be a very serious thing, because the margin of profit is so small that if you take away ever so little from the returns of these small shops it makes all the difference between comfort and penury.

4689. Do you think there would be great difficulty in enforcing this Bill if it became an Act of Parliament?—I think it would be impossible. I cannot see how it would work at all. I have no doubt that we grocers, like most Englishmen, are law-abiding people, and that if you enact the law it will be carried out so far as possible to begin with. We should all start right, I have no doubt. But I think that very soon you would have first one tradesman breaking away, and then another, and in a very few weeks everybody would say, "It is no use going on like this; we must keep open." Then you are face to face with thousands of tradesmen who are breaking the law; and what are you going to do with them? You cannot summon thousands; at least, I should think not.

4690. Then you think that in London it would really be impossible to carry it out?—I think it would be absolutely impossible.

Mr. *Edwards.*

4691. Has there been any improvement in early closing since 1886?—I think so; we have, at any rate, the half-holiday movement largely in force, which we had not then.

4692. I am talking of earlier closing in the evening; has there been any improvement in that respect since 1886?—I think we have improved, although, perhaps, not to so great an extent as we should like to see. We close half an hour earlier than we used to do in London.

4693. But can you say that there is any real advance in early closing since 1886?—I think so, but I am not prepared with statistics to prove that, and I do not know that I have thought it over particularly; my impression at the moment is that the Early Closing Association and the Voluntary Early Closing Association have made certain strides, and will make greater strides if they are allowed to do so.

4694. You think that early closing is a good thing?—Yes.

4695. And you are anxious to get it?—I should be anxious to alleviate the working classes in every way. I should be glad to see tramway and omnibus drivers and conductors not working till midnight; but the exigencies of their business are such that they have to do it; and it is about the same with these other people.

Mr. *Edwards*—continued.

4696. But early closing is a good thing in itself, you think?—I think so.

4697. And, therefore, it would be just as good if we could get it by law, as if we got it voluntarily, would it not?—My objection to legislation may be sentimental rather than otherwise; but I certainly object to interfering with adult labour. I think that if a man of 25 comes to me and wants a situation, he is perfectly capable of making his own bargain.

4698. But we do interfere with adult labour, do not we?—You have in cases where it is necessary, I suppose.

4699. And I understand that you gentlemen who are in favour of voluntary early closing, and are opposed to this Bill, are in favour of applying the Shop Hours Regulation Act to shops generally; that is to say, applying it not only to young persons but to adults?—Yes.

4700. That would be an interfering with adult labour which you would uphold?—That is straining it rather far. As the principle is already working, perhaps my objection to interfering with adult labour would be so far mitigated; but, at any rate, I would rather see that than compulsory early closing.

4701. It is a limited objection to interfering with adult labour, then?—Excuse me; I said that inasmuch as it is already in force to a certain extent my objection would be mitigated to extending it.

4702. Do I correctly understand you to say that supposing the law were put in force, if this Bill became an Act, that one man after another would break away, and the law would not be observed?—That is my impression in regard to London.

4703. That is the worst of the voluntary system, is it not?—Yes, that occurs under the voluntary system, certainly.

4704. That is the trouble, is it not, of the voluntary system?—Yes, that is the trouble of the voluntary system.

4705. One man breaks away, and then another man says, "My neighbour has broken away, I must too"?—Yes, but that would be intensified in this case; but being the law it would be binding on many men. I do not wish to set myself up as higher than my fellow men, but it would be binding on me, at any rate; whereas if it was a voluntary affair I should follow the others, as you say. We say that it is no use; but it would be very disagreeable to many men to have to obey this law when they saw their neighbours breaking away from it.

4706. But might it not be an advantage to prevent those neighbours breaking away from it; of course, I understand that the difficulty of early closing voluntarily is that some one or two may upset the arrangement of the whole neighbourhood; but this might be the gentle compulsion, might it not, that might prevent that?—But my contention, raised rightly or wrongly, is that you cannot prevent them breaking away in London; it is so vast an affair that you could not do it; you have not policemen enough to detect them, or magistrates enough to convict them.

4707. Then, if those men wanted to break away, the chances are that they would not vote for

Mr. *Edwards*—continued.

for the adoption of the Act; is not that so?—If this Clause 12 is not altered as to the way you are going to deal with London, that is to say, that the local authority "in the City of London and the liberties thereof," means the Mayor and Commonalty and citizens of London, acting by the Common Council, and in the County of London means the London Council; if you keep it as a whole, I have little objection, because I am certain that it will never be carried out if we live to the Greek Kalends.

4708. Quite so; it is almost a voluntary arrangement; it is subject to local option?—Yes.

4709. It does not force it on any neighbourhood?—Yes, it does. In the suburbs, for instance, in Streatham, where I live, there are, I think, something like 57,000 residents, for the most part, villa residents, in houses from 50*l.* to 300*l.* or 400*l.* a year, and there are shops ranging from 100*l.* to 200*l.* or 300*l.* a year to supply those, which would be the majority; but there is also a small colony of some 400 or 500 houses in which live the gardeners, coachmen, laundresses, and people who do odd jobs, chimney sweeps, and so on; and to supply those there are, perhaps, three or four, or five grocers and provision shops doing a small trade. Now, if you enforce this Act the larger shops would far outvote and would close the smaller ones. And that would happen, I take it, in pretty well every suburb of London.

4710. Then you say that in all the suburbs of London there is a difference from London itself. We understand that in London and large towns the small shops outweigh the large ones; but in the suburbs it is the reverse, you think?—I merely instance this case. But is it so in London? Take Oxford-street, for instance, where you will have large shops, they will far outnumber the shops in Clare Market. Or, take the Strand, where you will find the same thing in regard to Drury-lane.

4711. I do not know; I am only telling you what we have evidence about, namely, that the small shops outnumber the large ones; but you say that in the suburbs the large shops outnumber the small ones?—Yes, certainly, in certain suburbs. If you go into the East-end suburbs, to Ham, West Ham, and so on, it would not be so.

4712. But in Streatham it is so; and would you say the same of Sydenham?—I am speaking of Streatham more particularly, because it happens to strike me, as I live there; and I should think it is typical of very many of the suburbs of London.

4713. You are firmly of opinion that the result of the Act in the suburbs would be detrimental to the small shops?—I am.

4714. That there is a greater number of large shops that would close, and so make the others come in with them?—Yes, I believe that is so in Streatham and in many other suburbs; but I do not pledge myself to all the other suburbs of London, you understand; because, as I say, in the East end suburbs the converse would prevail.

4715. And you object to the Bill applying to London because of the over-lapping of areas?—

Mr. *Edwards*—continued.

That is one of the objections. I have a very strong objection to the eighth clause, lines 30 to 35. It appears to me to be a most cumbrous way of stopping it.

4716. Do not you think it is just possible that, assuming it so happened that two contiguous areas fixed on different hours of closing, that the practical good sense of the people would make them agree upon closing at the same hour?—So far as closing is concerned and many things of that sort, the good sense of grocers and provision dealers, so far as my experience is concerned, is an unknown quantity.

4717. They have no good sense, you say?—So far as regards combining to close, or for other trade purposes, that is my experience.

4718. Would this Bill prevent voluntary effort going on at the same time?—It would seriously impede it, I should think. I should think the tradesmen and assistants too, but especially the tradesmen, would very likely say, when the voluntary people come, "No, you have an Act put into force that would oblige everybody to do it." That would take the stimulus away; it would make voluntary effort less agreeable to people if they had a law, I think.

4719. But it would not be a law that would compel them to close; it could only do that if they adopted it of their own accord?—Yes.

4720. And why could they not go on if they liked, if they think the voluntary principle better, side by side with the Act?—First of all, I have instanced some cases in which I think I am right in saying that it would be compulsion. You could scarcely mention a constituency or a place in which it would not press hardly on some shops.

Chairman.

4721. You stated just now, very correctly, no doubt, that in Oxford-street there are more large shops than small ones; but certainly, if you take any considerable district, the small shops would outnumber the larger ones, would they not?—It may be so; I have no data to go upon; but it struck me at the moment that there were districts in the West-end in which the larger shops would outnumber the small ones.

4722. No doubt there are certain districts in which that would be so; but if you take any large district, surely the number of small shops is far the greater?—If you take a vestry, I should say that there are districts in which the large shops would outnumber the small ones; but if you take a postal district, I have no doubt that the smaller shops would outnumber the large ones.

4723. Therefore they practically would have the matter in their own hands?—Certainly.

4724. I think I understood you to say that, provided the Bill was allowed to remain as it is with reference to being administered by the London County Council and the City, it would very much mitigate the objection you felt to it?—It would in this way: that I think we should never be troubled with the Act, if trouble it be, because the Act would never be enforced, in all time.

4725. But you think it would be a trouble to carry out an Act which could only be carried

Chairman—continued.

out if it was in accordance with the wishes of a large majority of shopkeepers?—I think it would be a great trouble.

4726. Although you think that early closing would be an advantage?—I think early closing would be a great advantage if it could be carried out.

4727. Now, as regards the half-holiday, practically, excepting in the large shops in the West-end there is no half-holiday in London, is there?—Oh, yes. I have shops north, south, east, and west, and all in the working-class neighbourhoods, and I do not know of a shop in which we have not the half-holiday.

4728. I know your shops shut and the large shops shut; but in the poorer districts of London, outside the West-end, there is no regular half-holiday in which all the shops shut, I think, in London?—Are you now speaking of grocers, or of all shops?

4729. Of all shops?—Perhaps not. I think the grocers for the most part would shut.

4730. The larger grocers do; but do the smaller grocers also shut?—I think so. I am hardly competent to give an opinion upon that; I have not seen some of my shops for two or three years; they are controlled by collectors and so on; I cannot answer it.

4731. Does your objection to interference by Act of Parliament go so far as the Factory Acts; do you object to the Factory Acts?—I am not acquainted with them; I do not know the provisions of the Factory Acts.

Mr. *Edwards.*

4732. You have a great many shops yourself?—Yes.

4733. At what time do you close in your various branches?—I believe it is about nine o'clock on Mondays, Tuesdays, and Wednesdays; on Thursdays we have a half-holiday.

4734. You close at nine o'clock on the first three days of the week?—Yes; that is in London. I think it is about nine o'clock; it might be half-past in some. It would not be all alike; it would be according to the neighbourhood.

4735. And on other days, when do you close?—I think 10 o'clock would be the average, some at a quarter to 10 and others at a quarter-past on Fridays; and on Saturdays it would be 12 o'clock at night.

4736. That is in London?—Yes. Then it is seven o'clock in Manchester and the North of England on the first five evenings, I think.

4737. And on Saturdays?—About nine o'clock, I think; it would not be later than that, I should think.

Chairman.

4738. At what time do you close on Thursdays?—In some shops at two o'clock and in some at five o'clock, I believe.

4739. When you speak of the half-holidays you count five o'clock as a half-holiday, do you?—It goes by that name.

Mr. *Edwards.*

4740. Of course, there are periods of the year when you close later?—Never later.

4741. Not at the stress of Christmas?—No, I put on more assistants to do the work.

4742. There was some question asked here about the difficulty that the Bill would create, owing to people remaining after closing hours; do your people get away soon after these hours at which you close?—Immediately.

4743. All your assistants?—I cannot say all; there are pretty well 100, perhaps. We have no rule for them to stop, and there is no custom for them to stop. If they have been dilatory, the manager may say, "We must have this thing done to-night before we go," and they may stop a quarter of an hour or half an hour later. That is amongst themselves. You may take it that as a rule they all leave at the time of closing.

4744. And, so far as you can say, what is your opinion about the effect of the Act upon that; do you suppose that if there were earlier closing imposed by the Act they would have to remain longer than they do now?—I am sure that one of two things must happen; either a tradesman must employ more assistants, or they must stop a little later, I suppose.

4745. Do you keep open now partly in order that your assistants may do the work that they would do after closing?—No, I do not. The work is done when the customers do not come. Unfortunately, the customers will not come till seven or eight o'clock, and from eight to nine o'clock, and then the assistants are busy serving; but if you close at eight, there would be, I suppose, a greater stream of customers at seven o'clock, and they would lose that hour's work in the ordinary way of preparing for closing.

4746. I suppose, if customers come towards the hour of closing, whatever it is, it involves a certain amount of work after closing?—No, not at all; in our shops that work would be done next morning when they take down the shutters.

4747. Then that could be done, too, under the Bill?—Certainly.

4748. It would not necessarily keep them later?—Certainly not.

Mr. Henry Cushen, called in; and Examined.

Mr. *Frye.*

4749. You are, I believe, vice president of the Metropolitan Grocers and Provision Dealers' Association?—Yes, I am vice president of the Metropolitan Grocers and Provision Dealers' Association; and Chairman of Davies and Evans, Limited, oil and colourmen, with over 80 shops in the metropolitan area, and treasurer of the

Mr. *Frye*—continued.

Federation of Grocers' Associations of the United Kingdom.

4750. You have had a long experience in the trade, I think?—I have had over 40 years' experience of the trades mentioned in the metropolis.

4751. Will you state to the Committee the views

Mr. *Frye*—continued.

views which you have come here to represent with regard to the Bill which is the subject of our inquiry?—I object, on behalf of the Metropolitan Grocers and Provision Dealers' Association, to any experimental interference with adult labour in the retail trades of the Metropolis, especially in view of the fact that Sir John Lubbock's Shops Early Closing Bill is an entirely novel proposed departure from the usual liberty of male adults to make contracts for their own labour. I further object to such proposed legislation, as it is a suggested experiment dealing with cases in which the health of adult males is not seriously affected, and excludes cases where possibly real danger arises by reason of long hours. I am of opinion that if such an experiment is to be made, it should be in those instances where, according to statistics, such as the Registrar General's decennial returns, such danger is shown to exist. I will put in a copy of the said returns for the Committee. I also consider that the statement that voluntary early closing as a system has proved a failure is absolutely incorrect, inasmuch as I believe the Early Closing Association claim to have brought about 1,500 towns, villages and hamlets within the operation of their work, beside which the Voluntary Early Closing Association claim to have brought in a large additional number, I believe about 1,000, numbering 10,000 assistants. It would be open to those witnesses who have stated that the voluntary early closing is a failure to note the progress made by the voluntary movement each week, as reported in the trade papers. As a matter of fact, when we look back over the past 10, 20, or 30 years, we are bound to admit that immense beneficial results have accrued, and that the hours now are considerably less than they obtained 20 years ago, whilst the wages of the assistants have correspondingly increased. The principal causes of such failures have been, in my opinion, brought about mainly from two causes: (1) the imperative necessity of the tradesman to supply the legitimate needs of his customers; and (2) from financial causes. Taking into consideration that the retail shopkeepers contribute a larger percentage of their profits to the rates than any other section of society, it is manifestly unfair to interfere with them in the legitimate pursuit of their business to such an extent as would be prejudicial to their trade, and would probably mean ruin to the minority. The whole question has now assumed such a position that both employers and employés are striving for the one object in this particular, the former more so than the latter. Shops which are compelled to keep open later in the evening have, by some unwritten law, come to be looked upon as not enjoying the same status as those closing earlier. That applies also to the assistants, so that it will be seen that there is a strong social and moral influence at work to bring about the desired result. In my opinion, legislative early closing is, at least so far as London is concerned, impracticable even under local option clauses, inasmuch as local interests, even in East London districts, are so diverse and over-lapping. I have conversed with many shopkeepers in the East End of London upon the proposals of this Bill, and have found that generally great surprise has

Mr. *Frye*—continued.

been manifested that such proposals were likely to be seriously considered by the Legislature, and there was a strong expression of opinion that, if ever such a measure became law it would be entirely unworkable. I have read and carefully considered the Bill now before the Committee. As to Clause 1, it appears to be unsatisfactory, as it does not define who will prepare the written application to the local authority; neither does it give power for investigating signatures nor penalties for fraudulent signatures. As to the difficulty of getting the signatures from those shops which are carried on under certain titles of trading companies, the Bill should compel every owner of a shop to have his or their names legibly printed over the doorway and a register of such ownership to be kept by the local sanitary authority, and there should be a penalty for false statements, and the local sanitary authority should have power to charge a nominal fee for registration and enforce fines. It would appear to me that if the Bill were to become law it would be more satisfactory for all local purposes that the local authority for making the order should not be the London County Council, but the local sanitary authorities, as the latter have, or would have, an intimate knowledge of the requirements of their respective districts which the London County Council would not have. With reference to Clauses 2, 3, and 4, they are details in connection with the administration of the Act on which I offer no opinion. As to Clause 5, I am of opinion that this clause is absolutely unworkable. I would also point out that many of the large shops which would be affected by this clause, and which already have an early closing hour, do after the shops are closed yet carry on business by their travellers and carts, which are often engaged late in the evening, even though the shop is closed. The tendency would be to drive or to divert business from suburban districts to those centres where such shops are situated. Clauses 6 and 7 deal with details as to the enforcing of the Act, upon which I have no suggestions to offer. As to Clause 8, I object to the police, who, as a body, are brought into existence for dealing with criminals, having control over tradesmen who are endeavouring to satisfy the first duty of their being, namely, to obtain honourably the means to live. As to Clause 9, I am of opinion that if chemists are to be allowed to supply medicines, drugs, or medical appliances, as appointed under the Act for the closing of shops, such chemists should not be allowed to deal in articles other than those for which they are permitted to keep open. As to Clause 10, I am of opinion that if shops are to be closed, all of them should be closed to all persons, not excepting those lodging in any premises occupied by a shopkeeper. As to Clause 12, the definition of the word "shops" is unsatisfactory, as it does not indicate whether the items would include those carts taken out by travellers in which are goods to be sold to householders where the travellers call, which have not been previously ordered. As to the word "closed," the definition "not open for the serving of any customer" is unsatisfactory. As to the definition of the term "local authority," so far as that is concerned, it seems to be manifestly unjust

Mr. *Frye*—continued.

unjust and improper to name the London County Council as the local authority when they are not the local authority. Under Sub-sections (c), (d), and (e), a sanitary authority is made the authority in the country, whereas it is proposed to take away from the actual local authorities in London the administration of the Bill, and to put it in the hands of the London County Council. This, as I have already indicated, would be taking the power out of the hands of the local authority most familiar with the needs of the district, and putting it in the hands of the authority which would be least familiar with the needs of the district. This contention is more necessary as, according to the definition of the term "district," were the London County Council to be the authority for administering the Bill, the whole of the County of London would be treated as one district which, for manifest reasons, would be entirely impossible in such a measure; and further, I wish to urge that the whole administration of the Act should be, if enforced, enforced by the local sanitary authority and not by the police authorities in any case, who, as I have already pointed out, are brought into existence to deal with people of totally different classes of society, and cases. As to the schedule with reference to the exemption of premises in which any intoxicating liquor is sold by retail for consumption on the premises, from the operations of the Bill I do not understand such exception, especially as the Registrar General's returns show that the mortality in that calling is very much greater than the mortality in other retail trades which would be affected by the operation of the Bill. If the object of this Bill is to secure shorter hours for the assistants engaged in the retail distributing trades, with a view to an improvement in health, it is manifest that such an exemption as I have mentioned is extremely illogical, inasmuch as the grocers' death-rate (the trade I represent) returns are 771 per 1,000 lower than the licensed victuallers', 1,521, and the innkeepers' servants, 2,205. With reference to "refreshment houses" the term is vague, especially as in many of these houses the business of a retail grocer is carried on as well as the sale of refreshments of all kinds; and the exemption for hot cooked provisions should, in my opinion, be extended to all classes of cooked provisions without qualification. The same objections hold to tobacconists and to newsagents, in both of which businesses packed tea and other goods in which grocers are interested are sold. I might also point out that the same thing might be said with reference to publicans, many of whom sell by retail a number of the articles dealt in by grocers and provision dealers.

4752. You have had to deal with, and have now, a great many assistants; have you had any complaints from them about the hours being too long?—None at all.

4753. And there has been no agitation, so far as that is concerned, by the assistants in favour of this Bill, except by one small society?—The movement is supported principally by the masters; and the assistants are, one might say, indifferent to the question as to earlier closing; but the assistants appear to approve of, and would prefer, the half-holiday. They say that they can do something with the half-holiday,

Mr. *Frye*—continued.

but as to the earlier closing of shops, whether they close at eight or nine o'clock, the assistants appear to be practically indifferent.

4754. And, as a matter of fact, the half-holiday movement in London has extended very considerably, has it not?—Immensely.

4755. Even in the East End of London?—Comparatively immensely.

4756. They close at two o'clock on Wednesdays and Thursdays, I think?—Yes, on one or the other day of the week.

Mr. *Samuel Smith.*

4757. You represent a large number of shops; I did not catch the number exactly?—Over 80.

4758. Do you mean that they belong to your association?—No, to our company.

4759. Are these all grocers' shops?—Principally oilmen and Italian warehouses, and some grocers.

4760. What are about the average hours that these shops are kept open?—From eight o'clock in the morning to nine o'clock at night would be about the average, but some close at eight.

4761. What time is allowed for meals out of that?—Half-an-hour for breakfast, an hour for dinner, and half-an-hour for tea.

4762. Are your assistants mostly men or women?—Men.

4763. Have you any provision for their sitting down, or have they to stand all day?—There is no provision, but the men find plenty of provision themselves if they want to rest.

4764. Are there seats?—There is no difficulty upon that question at all.

Chairman.

4765. You said there was no difficulty; but are there any seats?—We do not put seats behind the counter.

Mr. *Samuel Smith.*

4766. Do not the men complain of getting tired after standing about 12 hours?—If we have a complaint of feeling tired it would be in this way, a man would say on Saturday night: "I feel I have done a fair day's work, and am ready for my supper." It is all said in a cheerful spirit, not in a grumbling or discontented spirit. We all feel tired at the end of our day's work.

4767. They do not complain of feeling exhausted?—No.

4768. And there is no strong feeling, you say, on their behalf for shorter hours?—On behalf of the assistants generally, no; they are very indifferent to the matter as a whole; but they do approve of the half-holiday. They like that because they can do something when they get an extra number of hours.

4769. And they all get it, you say?—In most cases, in nearly all cases they get the half-holiday.

4770. Are you later on Saturday night than on other nights?—Yes, we are open until 12 o'clock, from 11 to 12; some close at 11 and some at 12.

4771. What is the reason of that?—The necessity to supply the legitimate needs of the public.

4772. What class of goods do they buy so late

at

Mr. *Samuel Smith*—continued.

at night, chiefly?—General necessities for their homes. When you speak of a grocer's shop or an Italian warehouseman's shop, he is supplying all his goods late at night. It must be well known to you that in London, for which only I speak, there is an immense multitude of people whose day begins when the other section of society's day ceases. You see it yourself. You see omnibus drivers and cabmen about, and all that vast multitude of men, dockmen who come to discharge vessels and so on; they clear out late at night and want to be supplied; they are not a monetary class of people who can supply their needs in advance. You have only to walk through the streets of London and see an immense multitude practically lying idle all day; but as soon as evening begins their trade begins, and surely their legitimate needs must be supplied. You would not say to a man because he drives a cab and goes home at 11 or 12 o'clock at night, that he must not get his oil, candles, tea, sugar, soap, bacon, or bread, or whatever it is that he requires. There is an immense multitude in London whose work does not begin until really night begins to set in, and that multitude must be supplied. As tradesmen we should, of course, prefer to close earlier, and as representing a good class of shops, if I were to speak from a mercenary point of view, I should say that it would be beneficial to me to compel all shops to close, because this Bill would not affect us to any serious extent. But there is an immense number of smaller shops who supply a perfectly legitimate need which must be supplied, and they must be kept open.

4773. Is 11 o'clock usual on a Saturday night, or is that a late limit?—It is usual.

4774. And not on other nights?—Yes, every night in the week, with certain shops.

4775. Have you certain shops which are open until 11 and 12 o'clock every night?—Not ourselves, but there are in London shops open to past the middle of the night; in fact, you might almost say they are open pretty well all night long.

Mr. *Frye.*

4776. But they do not keep any assistants, do they?—They might have one or two.

Mr. *Samuel Smith.*

4777. However, you consider that though you keep your shop open late on a Saturday night, that is the only night as a rule?—That is the only night as a rule. On Friday one does generally a little later, perhaps, to 9.50.

4778. Does that arise from the fact that men have their money chiefly on the Saturday, and buy their week's supply?—That would, of course, mainly arise from the fact that the working classes chiefly receive their money on Fridays and Saturdays, some earlier and some later. Then, again, there is the class of shop assistants themselves. When they come out of a shop, the married men want to go with their wives. If he wants to buy a pair of breeches or a pair of boots, he must go and get them.

4779. Then you consider that late Saturday night shopping is unavoidable?—Yes.

4780. So that even if this Bill did become law, some provision must be made for keeping

Mr. *Samuel Smith*—continued.

open late on Saturday night, you think?—It is an absolute necessity.

4781. Would not that be recognised by the local authority, should this Bill become law?—I think the London Council, as such, would have absolutely no knowledge of the needs of the districts about Radcliff, Wapping, Shadwell, and round there.

4782. And you recommend that the carrying out of the Act should be vested in the local sanitary authority?—Yes, I recommend the local sanitary authority, because they are the authority, representing the district, and they would have a better knowledge of the requirements of the district.

4783. What exactly do you mean by the local sanitary authority?—The vestries and the district boards.

Mr. *Edwards.*

4784. You say that you are in favour of early closing by the voluntary system?—Undoubtedly, the voluntary system is doing its work.

4785. Has it been doing a good work since 1886?—Yes, in bringing about that which we all desire, better than you will do it by any Act of Parliament.

4786. Are you a member of the Voluntary Early Closing Association?—No, I am not; but I have always worked for earlier closing.

4787. And I suppose a great many of the assistants work for early closing?—The assistants I have said are more indifferent than the masters.

4788. Is it not the fact that a great many shop assistants are members of the Early Closing Association?—Yes; no doubt. I am speaking comparatively.

4789. The assistants, you say, are more indifferent than the masters?—Yes, as a whole, they are much more indifferent to the whole of this question.

4790. It does not concern them?—No, do not put words into my mouth. I say that the assistants, as a whole, are less interested than the masters, as a whole, and less active in the movement to bring about early closing. The masters are more active, and the assistants less active.

4791. How are they not interested; is it not the interest of an assistant that he should have the same wage for less work?—No, not necessarily. For instance, as an assistant, I would rather be at work than spending my money about the streets of London.

4792. But you need not spend your money about the streets of London?—It is a difficult matter for you to have two or three hours at your disposal of an evening without spending your money in some shape or form.

4793. I am afraid that you and I are differently constituted; I was glad to get away from work, and when I did it was not to spend money?—The probability is that at the time when you were an assistant and when I was an assistant, different circumstances obtained. Now there are many better opportunities for men to spend their leisure hours than did obtain.

4794. That is in favour of early closing, therefore, is it not?—Not of necessity; it is not every man's nature or facility that would go to

Mr. *Edwards*—continued.

that intellectual cultivation or recreation that we desire.

4795. Therefore, those means are practically pearls cast before swine, in your opinion?—Yes, to some extent.

4796. The assistants are, in your opinion, rather indifferent to early closing; they do not mind how long they keep at it?—I have already corrected your statement; I have said that the assistants, as a whole, are more indifferent than the masters, as a whole.

4797. You are open till 12 o'clock on Saturday night, I think you said?—Yes.

4798. Do I rightly understand that you are the chairman of a company?—Yes.

4799. With a great many shops?—Eighty shops.

4800. All over London?—Yes.

4801. North, south, east, and west?—Yes, all over London.

4802. Are they all, in any part of London, all open till 12 o'clock on Saturday night?—Yes.

4803. Does the same cause apply to all parts; that it is to meet the necessities of dockers, omnibus men, and cabmen?—You would not get dockers shopping in Oxford-street.

4804. Probably you would not get omnibus drivers?—Probably not shopping in Oxford-street.

4805. But you said that you have to keep open till 12 o'clock to meet the difficulties of the public?—Yes.

4806. Is that so in every part of London?—Yes.

4807. Is it the universal custom to keep open till 12 in all parts of London?—If you have the necessity arise in your house to purchase some commodity that is a legitimate requirement, and you are committing no sin when you go to a tradesman who lays himself out to supply that need, to ask him to supply it.

4808. There is no right or wrong in it; it is simply a question of convenience?—Then I do not see where your question applies. It is our duty to supply the legitimate demands of the public, whose servants we are. We are the servants of the public, and we have to study the public and supply their demands, and so long as they come to us with proper and legitimate demands, it is our duty to supply them.

Mr. *Samuel Smith.*

4809. What Mr. Edwards is driving at, I am afraid you do not catch?—I am afraid I do not.

4810. It is that some of your shops are in residential districts where none of these poorer classes are?—Then they close earlier.

Mr. *Edwards.*

4811. That is what I want to know; you do not keep all your shops open so late?—No. You must clearly see that there are expenses going on, and if we can stop those expenses at earlier hours it is an advantage to the firm to do so.

4812. But you, of course, claim the right to keep open all night if you like?—Yes, I claim the right to work all day and all night if I choose, and no one has a right to say me nay, nor ought he to have the right.

Mr. *Edwards*—continued.

4813. We have understood that the shop assistants have asked for early closing, because it would benefit their health; you do not think that?—No, I do not think that. I think that that is a fallacious argument, because if you turn to the Registrar General's Returns you will find that shop assistants are, I think, the healthiest of the whole community, and the grocers' assistants particularly.

Chairman.

4814. Would you let me look at that Return for a moment?—Certainly. (*Handing in the same*).

Mr. *Edwards.*

4815. For what years are those figures?—1881 and 1882; that is the last we could get.

4816. And it is to the effect that their health is good?—Yes.

4817. Is not that due to the fact that there has been a great improvement in the closing earlier?—No; I have an earlier Return in my bag for an earlier date than that. You will see there under this Return of the Registrar General for 1880, 1881, and 1882 (it is page 25 of the Report issued in 1885) that the grocers' death-rate is 8·00, and the innkeepers' and publicans' is 18·02. Now you exempt from the Bill innkeepers and publicans who are really consuming three times the amount of life, and you put a restraint upon men who show positively the healthiest condition, excepting coal merchants, whose return comes out at 6·90.

4818. Of course, you understand that the Voluntary Early Closing Association, and the Early Closing Association are both working practically to the same end, and on the same grounds, namely, that it is desirable to close early for the sake of the health of the assistants?—In that respect, yes.

4819. But you do not believe that?—The Voluntary Early Closing Association believe, and I think rightly, that they are doing their work more effectively and more lastingly than the Early Closing Association would do by legislation.

4820. But my point is this: that you do not agree with them as to the ground on which early closing is desirable; in fact, you do not think it is desirable from the point of health or from the point of morals?—I am not saying that it is not desirable from the point of health; I simply say when that argument is put forward that it is not borne out by the Registrar General's Returns. I mean as to there being any more necessity to deal with the grocers. But there may be, if you go on that ground, a necessity to deal with the publican, because he consumes three to four times more lives than the grocery trade does.

4821. And your contention is that when the assistants say, as many of them do, that they want early closing to benefit their health, they imagine a vain thing that it is a mere supposition on their part, and it would not do them any good. In fact, you would rather keep them out of mischief, so far as I understand, by keeping them at work. You think that it is a good thing for them?—I read a letter published in the "Times" a while ago (unfortunately

Mr. *Edwards*—continued.

(unfortunately I left a packet of my papers at home) by Dr. Carpmael, in which he attributes the bad health of young people and the pale faces which are seen about London at the present day, more to the effects of smoking and drinking, and the improper use of leisure hours, than all the harm which may be done by over-working or long hours in shops.

4822. Of course, I do not know what Mr. Carpmael's capacity was for coming to any conclusions on that point, and therefore it is not worth considering; but you agree with that, do you?—Yes.

4823. That the pale faces are not due to over-work, but to the effects of smoking and drinking?—I say my experience is this: when I say over-work, do not misunderstand me; the work as performed in shops at the present day is not over-work, and is not injurious to health; but I say that the injury to health is done outside the shop and not inside the shop.

4824. That is a thing you are liable to whether you close at nine or eight o'clock, is it not?—Undoubtedly.

4825. Then do you close early on Thursday?—Yes, generally.

4826. At what hour?—Four o'clock and five o'clock.

4827. Mr. Frye wants me to ask you whether there has been any expression of opinion as to a choice on the part of the assistants between the half-holiday or a general early closing?—The assistants generally prefer the half-holiday; they do like the half-holiday; there is no mistake about it.

4828. Do you close early on Thursday in East London?—I believe not in every case. I am not sufficiently conversant with the whole of their times, but I believe not in every case.

4829. Have the assistants there asked you to close early on Thursdays?—Speaking of a shop that I had to deal with in Mile End, when I first went to Mile End we used to close at eleven; then we got the hour down to ten, then we got the hour down to nine, and now they close, I think, at four o'clock on Thursday afternoons, so that you see that there has been a considerable improvement.

4830. Have you been asked by the East London Early Closing Association to close early on Thursday?—We have had, in common with others, circulars from these various associations. Mr. Stacey has visited my premises.

4831. What has been your reply?—My reply generally has been that I would prefer to conduct my own business in my own way. I never associated myself with either association.

4832. You have refused?—I prefer to have a free hand.

4833. That is the same thing; those are the gentlemen that so much complaint has been made of, you know. The complaint of the Early Closing Association is that you cannot manage to close, because there are some gentlemen who insist upon doing their business in their own way, and therefore prevent others from obtaining the benefits of early closing?—But there are other reasons. I was invited to attend a meeting at the Assembly Hall, Mile End, for the purposes of early closing, and to address the meeting, and,

Mr. *Edwards*—continued.

for what purpose I do not know, but I was informed privately before the meeting (and was shown a copy of the matter) that when I got on the platform I was to be howled down and not allowed to be heard, and that ribald songs were to be sung to the tune of "Britons never shall be slaves." The unfortunate part was that the local reporter put all this matter into his report, as though it had actually taken place; but, inasmuch as I did not attend the meeting, it did not take place.

4834. To come back to my point, we have it that you were asked to close early on Thursdays by the East London Early Closing Association, and you refused?—Undoubtedly I did, at that time.

4835. I say that is just what is complained of by these gentlemen who go in for voluntary closing. You say that you close at nine ordinarily?—Yes.

4836. Every day, except Saturday, at nine o'clock?—Fridays would be a bit later.

4837. What hour do you close at on Fridays?—Probably half-past nine. If there is a little trade on at nine they keep on until the shop is cleared, and when the shop is cleared they shut up; it may be a quarter-of-an-hour, or half-an-hour, or ten minutes.

4838. You never close later than ten on Fridays?—I should say not; but I am not prepared to make a positive statement, because each shop is under management, and the manager would exercise his discretion as manager; he would keep on as long as trade was going, and as soon as the shop was cleared he would close.

4839. Do you issue any instructions to that effect?—No; there would be a general closing time when the man would exercise his discretion.

4840. I understand that you open every day at eight o'clock?—Eight o'clock would be the average time.

4841. Then you close at nine o'clock on Fridays and at twelve on Saturdays; and when do the assistants get away?—Immediately that the shop is closed.

4842. At once?—At once.

4843. They are not kept there to do anything?—No, the man simply takes off his apron and hangs it up and goes.

4844. There is an end of it?—There is an end of it; we take no more time than if when this meeting is over we put on our hats and walk out of the room.

4845. It will be just the same under the Act then, will it not?—No, under the Act you can keep the men, I think?

4846. Supposing that on Fridays you closed at nine o'clock instead of at 10, and on Saturdays at 10 o'clock instead of at 12 o'clock, it does not matter whether it is by compulsory early closing or by voluntary action, the men could get away, just as now, as soon as the shop is closed?—I should not be prepared to say what would take place under the Act; they might be called upon to remain in the shop after the closing hour if the Act were in force.

4847. Why?—Because if the time were shortened they probably would have to be kept

Mr. *Edwards*—continued.

in to make up their stock, to prepare their stock for sale the next day.

4848. Then you keep your men there not for serving customers but preparing stock for the next day?—For the joint purpose: when they are not serving customers they are preparing the stock.

4849. I suppose, as a matter of fact, it comes to this: that customers, when they know that a shop is rather elastic in its hours of closing, will put it off and dawdle, and tend to keep the shop open late in that way; but if they know that a shop is to be closed sharp at nine o'clock or at eight o'clock they will be there before that hour?—No, I do not think that would apply, speaking generally.

4850. I am not talking now of Saturdays, when there may be local difficulties which occur, as you say, in the matter of cabmen, busmen, omnibus men, and dockers, and so on, who have to shop after hours; but is it not the fact generally that any persons wanting to purchase would come in time before the eight o'clock closing as much as they do now before the nine o'clock closing?—No, there is no doubt that there are a large number of persons who could shop earlier but do not because the shops are open and they go in.

4851. That is my point?—But that is the exception, I say, and not the rule.

4852. Human nature is the exception, is it?—I am not saying that human nature is the exception; I say that that particular circumstance is the exception, and does not apply to the whole marketing. The market is kept open till nine o'clock in the evening, because the necessities of the neighbourhood require it. If those shops were open till 12 o'clock, you would probably find somebody dropping in.

4853. That is just the point?—But we are not dealing with those exceptional matters; we are dealing with the necessities of the market. If you take a neighbourhood the necessities of which neighbourhood require the shops or market to be open to nine o'clock at night, it is the necessity of the neighbourhood that has to be dealt with and not the peculiarities of one or two individuals.

4854. But I daresay, if it were examined into, that particular necessity might stand over to the next day. There is no rush of business up to nine o'clock, and then a sharp putting up of shutters and away?—Sometimes we put up our shutters with a shop-full of people.

4855. Really?—Yes.

4856. What hour was that, 12?—No, nine o'clock.

4857. Oh?—Yes, frequently.

Mr. *Cameron Corbett.*

4858. I understand your position to be, that it is necessary for the public supply that a shop should be open from eight o'clock in the morning to nine o'clock at night?—In some neighbourhoods, undoubtedly.

4859. And on Saturday from eight o'clock to midnight?—Undoubtedly.

4860. Therefore, you would not be in favour of limiting the hour by any voluntary action, by voluntary combination; you are not one of those who look to voluntary action as replacing legal

Mr. *Cameron Corbett*—continued.

action?—I say that voluntary action is already doing the work; but there are some neighbourhoods and some circumstances in which no voluntary action can apply.

4861. Where you would not wish to see these hours reduced by any process?—They could not be reduced.

Mr. *Baldwin.*

4862. I only want to ask you one question. Your evidence, I take it, applies entirely to London?—Entirely.

4863. You have had no experience with provincial towns, have you?—I would rather have nothing to do with provincial towns. I have to do with London.

Sir *Blundell Maple.*

4864. Your evidence has been very strong on certain points. I suppose it is because you feel very keenly upon the subject?—I do.

4865. Have you not often heard it remarked that if this Bill were to pass it would interfere with early closing and do damage to the movement, inasmuch as it would prevent voluntary action; because when the canvassers went round to the tradespeople to get them to agree to voluntary action, the people would be afraid that it was with the intention to compel them to close?—I think that a Bill of this nature would be a calamity to early closing.

4866. That is to say, that would prevent early closing being carried on by voluntary action?—Yes, and the Bill would have to be repealed within six months of its being passed, I am sure.

4867. You said that you would not close the shops in order to give shop assistants more recreation; but do not you think that if we could get earlier closing for shop assistants it would be advisable for them if they had some means of recreation, and went in for athletic sports, that it would be good for their health?—Undoubtedly; and that is where I feel that voluntary action comes in, because the movement is gradual. If you were to get this Bill passed you would throw an immense number of young men all at once on to the streets of London; whereas voluntary action brings it about gradually, and it is being brought about. I am not speaking of a thing that is not being done, it is gradually reaching that end, and it is being done so gradually that as the young men find themselves at liberty they can find a means, and a proper means, of utilising their spare time.

4867.* Being a shopkeeper yourself, and having so many shops, you must find it to your advantage and to the advantage of your different managers, and also tending to the reduction of your expenses, to have earlier closing when it is possible?—Undoubtedly we wish it and want it.

4868. I think just now, judging from the examination that took place, that one of the honourable Members of the Committee gathered from your remarks that you considered it disadvantageous to the young people to have earlier closing; but you did not, I take it, intend to convey such an impression?—Certainly not, I have been working for years at earlier closing.

4869. You have yourself?—I have myself individually been working for years for early closing. I have always supported early closing.

4870. And

Sir *Blundell Maple*—continued.

4870. And in neighbourhoods where the great majority close late now, this Bill, if it requires a two-thirds majority to close early, would be imperative, inasmuch as the great majority who now close late would not want to close early; is not that so?—Yes, in that respect it would; but you cannot lose sight of the fact (I am speaking in fairness to all the shops concerned) that it would be to the interest of the better class of shops to compel the smaller shops to close. I am speaking more, if I may so put it, so far as the shopkeepers are concerned, on behalf of that minority, those smaller shops who would be compelled to close, and to whom it would probably mean ruin; and I say that it is unfair and unjust to them that they should be compelled to close.

4871. Now, as regards Clause 5, do not other shops keep lots of different things that you grocers keep?—Yes.

4872. And by Clause 5, if a shop keeps grocery as well as drapery, if the drapery department were to be closed, the grocery department would have to be closed; would it not be so?—Undoubtedly.

4873. In your shops, where you say you call yourselves grocers, you keep other things besides grocery; you keep patent medicines, do you not?—Yes.

4874. Then if chemists were to be closed, you would have to be closed?—Yes, in that department.

4875. But besides grocery, you keep ironmongers' goods, shovels and spades?—Yes, we have a china and glass department, and furnishing ironmongery, and so on.

4876. General stores, generally speaking?—Yes. That Clause 5 is ridiculous, in fact.

4877. And generally in your shops you keep all sorts of different things?—Yes.

4878. And throughout London especially it is becoming more and more the custom, is it not, to keep different things in one shop?—Yes.

4879. What would be the action of this Clause 5, supposing that different traders decided to have a half-holiday on different days of the week, as regards a shop that kept different sorts of things?—It would be confusion worse confounded.

4880. I suppose you mean by that that all the shop would have to be closed on each half-holiday, so that the shop would have to be closed every day?—It looks as if you would have to shut up all the shops each day in each week in the year.

4881. Every day you would have to have a half-holiday?—Yes.

4882. You say that you have been connected with voluntary action for some years?—Yes, I have always worked at earlier closing, but I have not worked in conjunction with any association. I have not been a member of the Early Closing Association, nor have I been a member of the Voluntary Early Closing Association; but I have always, in my particular district in Mile End, when I was in business there, taken the lead in earlier closing.

4883. Walton, Hassell, and Port are large people in the same way?—Yes.

4884. And Lipton's?—Yes.

4885. And a lot of the grocers about there?—Yes.

Sir *Blundell Maple*—continued.

4886. Is it their habit to close earlier than you close?—No, much about the same time. The closing comes about by the requirements of the neighbourhood, and the market. If you take a market in Whitechapel, the necessities of that market require the shops to be open to eight o'clock, and they are open to eight o'clock. If they can, they begin by closing a little earlier, say, a quarter of an hour for two or three months, and then they get it on to half an hour, and so it gradually works the people up to come to shop earlier.

4887. But in the West-end neighbourhoods, even the very best West-end neighbourhoods, there are a lot of small shops just in the back streets, are there not?—Undoubtedly.

4888. And the hours of business in those shops are much later than in the big shops?—They must of necessity be so.

4889. Although they are in the same locality?—Yes, although they are in the same locality.

4890. If you were to make a ring fence, say, round Marshall and Snelgrove's, you would find, within a hundred yards round there, an enormous number of small shops that have to be open late, would you not?—Yes, they must be open late, unless you are going to say to the public that they must not buy provisions, even though they require them, and have the money to pay for them. I do not know how you are going to do that. The legal point appears to me to be not to put the onus on the shopkeeper, but to put the onus upon the purchaser, and to tell the public that they shall not purchase after a certain hour, and that if they do they shall be subject to a penalty.

Chairman.

4891. I understand that you are the vice-president of the Metropolitan Grocers and Provision Dealers' Association?—Yes.

4892. Has your association passed any actual resolution with reference to this Bill?—I am sorry to say I have left a packet of my notes at home, inadvertently. I should have had those particulars with me. I have not the matters in my mind. The council have passed resolutions hostile to this Bill, and it is in consequence of their instructions that I come here on their behalf to give evidence in opposition to the Bill.

4893. Your council has passed a resolution against any legislation?—Yes; not against early closing, but against legislation, or legislative interference.

4894. You stated that you were treasurer of the Federation of Grocers?—Yes.

4895. But they have passed no resolution against the Bill, I think?—I believe the Federation have passed no resolution.

4896. Therefore you are speaking to-day for the Metropolitan Grocers?—For the Metropolitan Grocers only.

4897. I should like to get your hours quite clearly. If I understand right, you open at eight o'clock.

4898. And on Mondays you close at nine o'clock?—On Mondays it would be nine o'clock.

4899. On Tuesdays at nine o'clock?—Tuesdays at nine.

Chairman—continued.

4900. And Wednesdays at nine o'clock?—On Wednesdays it would be at nine o'clock.

4901. And then Thursdays?—On Thursdays where they close early at four or five o'clock, either on Wednesday on Thursday; I am not conversant with the particulars.

4902. Then on Fridays it is at ten o'clock?—On Fridays it would be nine or 10 o'clock; nine in some cases, 10 in others, or half-past 10.

4903. Or 11?—Not 11.

4904. And on Saturday it is 12 o'clock at night?—On Saturdays it would be 11 or 12 o'clock.

4905. Then for meals, what allowance do you make?—Half an hour for breakfast, and those living out of the house would have an hour for their dinner and half an hour for tea.

4906. You say that great progress has been made in early closing; but do you say that the hours were much longer than I have formulated?—When I first went to Mile End we used to keep open to 11 every night.

4907. You have stated several times that you have done a great deal for early closing: may I ask in what way you have supported early closing when you have not joined the associations?—In Mile End I was the first one to bring about the earlier closing. I got the signatures of various tradesmen to an agreement, and although some broke away, and I was asked also to break away, I said, "No, I mean going on with this question," and we did not break away. And I mean to say that it was entirely owing to my influence in Mile End that we got earlier closing there, from 11 to nine o'clock.

4908. Then when you speak of early closing you are speaking of nine o'clock at night?—The requirements of that district called for the shops to be open to nine at night. I believe they close earlier now; I believe it is half-past eight now.

4909. I only wish that the Committee should clearly understand it?—I have addressed several meetings upon the question of early closing in different parts of the metropolis.

4910. What you call early closing then is from half-past eight to nine?—Yes, as compared with 11 o'clock. When I was an assistant we were not allowed out after the shop was closed, but were kept in the shop to 12 o'clock every night.

4911. You have stated that the main support of this movement is that of the shopkeepers themselves, and that the shop assistants are really indifferent to early closing?—No, do not misunderstand me. I say that the masters as a whole take more interest in this question than do the shop assistants as a whole. That there are some shop assistants who are very much interested, and who take great interest in the matter, and work very hard in the matter, one must admit; but I am speaking of them collectively, not individually.

4912. Do you mean to tell the Committee that the assistants collectively in London are not anxious for shorter hours?—They are not so anxious as the masters; at least they do not exhibit their anxiety. Upon that point I might say that I am supported in that opinion by a report from the Voluntary Early Closing Association at a meeting held on the 2nd of July 1891.

Chairman—continued.

Upon the motion of Mr. Hicks, of Messrs. Lister and Co., and seconded by Mr. Turner, of Messrs. Trewby and Co., a resolution was moved: "That this meeting regrets the apathy of the shop assistants of this district, and asks them to prove that they value the Thursday five o'clock closing by subscribing to the funds of the South London Early Closing Association, through whose means this much-prized boon has been so largely secured and extended in South London this year."

4913. Do you not think that the reason why assistants have not subscribed to the Voluntary Early Closing Association has been because they thought that the old parent Early Closing Association supporting legislation was more likely to give effect to their wishes?—No, I do not think so.

4914. You stated that the Registrar General's Returns show that the assistants have not suffered in their health from these late hours?—Yes.

4915. And you have handed me in a return. Is that the return that you alluded to?—That was a return got by our secretary, and given me this morning.

4916. I only ask whether it is the return you alluded to?—Yes.

4917. In this return I find that the mortality of farmers and gardeners is about 600. Is that 600 per 10,000?—But we are dealing with shop assistants.

4918. Will you kindly answer my question; would that be 600 per 10,000?—Per 1,000 of population.

4919. That is the mortality?—That is the mortality.

4920. That is 600 per 1,000 of population?—The return I asked the secretary to get was a letter similar to this (*producing another return*).

4921. Never mind that; what do these figures refer to, 600 to what?—It was headed here "per 1,000." I pointed out to the secretary that it could not be so, but he said it was; but will you allow me to substitute this one for that (*handing in the same*). That gives the percentage, and is more clear.

4922. Do you then now hand this one in to the Committee instead of the other?—Yes.

4923. Are you aware that this has no reference to shop assistants; this has reference to shopkeepers?—But it would be an index to the health of the trade.

4924. Not at all. Our contention has been that the health of assistants suffers from the long hours. You hand in a return, and I point out to you that that return has nothing to do with assistants, but refers to shopkeepers, which is a totally different thing. If you look at the return in your hand you will see that yourself state so?—I should say that was a fair index to the health of the trade, inasmuch as the masters work with the men, and what applies to the masters would apply to the men, with this exception, that the masters work harder than the men.

4925. In your opinion the shop assistants do not work such long hours as the shopkeepers?—Certainly not.

4926. You stated that this Bill would have the effect of throwing an immense number of young

Chairman—continued.

young men on the streets of London?—Undoubtedly it must of necessity.

4927. And you also stated that the Bill would be quite inoperative as regards London?—In my opinion I believe it would.

4928. Then if it is inoperative as regards London, how can it throw thousands of young men on the streets of London?—I say that if the Bill were passed into an Act it would throw a number of young men on to the streets of London undoubtedly. Then I say that the Bill would be inoperative in this sense, which I have already stated: that it would have to be repealed if it were put into force, it could not work; it is unworkable.

4929. But unless it were repealed, in your opinion it would set free a large number of young men to have more leisure than they have at present?—It might set them free; but one of the first things that would happen would be that the Bill would be set at defiance.

4930. But if the Bill is not repealed and not set at defiance, you think the effect would be to set free a large number of young men?—But it would be set at defiance; it could not work; it is impracticable.

4931. But what I want to get at is this: you first of all stated that it would throw an immense number of young men upon the streets of London, and then you told the Committee that it would be inoperative; do you not think that the two statements are inconsistent?—If the Bill were passed into law, and the shops were called upon to close, as probably they would in the first instance, they might make a trial of the matter, and that would throw a large number of assistants on to the streets. If the shops are closed the assistants go out; therefore that is the natural sequence.

4932. Then you think that if this Bill were passed a number of shop assistants who are now at work till 9 o'clock would get away, perhaps, at 8 o'clock?—In some shops, yes, and in others, no.

4933. And do you think that would be a benefit or an evil?—I would rather say that they would be better employed for the hour if they were in the shops.

4934. You think that they would be better kept in shops till 9 o'clock, instead of getting away at 8 o'clock?—I think 9 o'clock is a very fair and proper time for closing business, and that they are better at work.

Sir *Francis Powell.*

4935. You mentioned certain hours of closing in your evidence in answer to questions of the right honourable Chairman; what is the district you refer to in regard to those hours?—I have got East London more particularly in my mind as being one of the more difficult districts to deal with.

4936. You spoke of assistants being thrown on the streets by this legislation; have you heard that opinion expressed by others in the business?—Undoubtedly; largely.

4937. Has it been expressed in public meetings?—I cannot call to mind at the moment.

4938. Has it been expressed in petitions?—I have no knowledge of petitions.

Sir *Francis Powell*—continued.

4939. Or in any memorials of any kind?—I have no knowledge of memorials.

4940. Then it is an opinion cherished in the breasts of some, but not publicly announced?—I think it is a matter that simply appeals to one's common sense. If a man is not employed in a shop, and he is out of a shop, where is he? He goes to the street, and from there, either to some place of amusement or to some institute, which does him good, or to some other place that does him harm.

4941. Have these young men no places to which they can resort for healthy amusement or recreation?—Yes, they have, undoubtedly.

4942. Are those means of amusement or recreation increasing?—Yes.

Dr. *Farquharson.*

4943. I think, speaking generally, you are in favour of early closing?—Yes, undoubtedly.

4944. But you are in favour of voluntary early closing?—Yes.

4945. Is it not the case that in order to make voluntary early closing effective, there must be a unanimous combination among the shops?—It is impossible to get universal early closing, or closing at one given hour.

4946. By voluntary effort, do you mean?—Or by legislation. It is equally impracticable by legislation.

4947. Then you admit that it is hopeless to expect to get universal early closing by voluntary effort?—I say that voluntary early closing will do more towards attaining that object than legislative interference.

4948. May I read you a paragraph from a speech by Mr. Chamberlain. He says:—"In order to bring about this change by any voluntary combination or arrangement, the arrangement must be unanimous. One single cantankerous, ill-conditioned fellow, acting entirely for his own selfish interests, is able to spoil an arrangement which may be agreed upon by everybody else in the trade." Do you agree with that sentiment?—No one takes Mr. Chamberlain at all times as serious.

4949. Perhaps some of us might agree with you in that, but we had better not argue that question; however, that is his opinion; do you concur in the opinion expressed by Mr. Chamberlain?—I should be very sorry to concur in an opinion expressed by Mr. Chamberlain.

4950. Perhaps you will allow me to put this point to you: do you agree with Mr. Chamberlain and others, that in order to get voluntary closing of shops on any effective scale, you must have a unanimous combination among all the shops existing in a particular neighbourhood?—It is not necessary to have a unanimous combination.

4951. But you are in favour of early closing?—Yes.

Chairman.

4952. But by early closing you mean 9 o'clock at night?—Do not let me be misunderstood. If I could close my business at 5 o'clock in the evening, or at 4 o'clock in the afternoon. I should prefer to do so.

4953. Excuse me, you said in answer to one of my

Chairman—continued.

my questions, that you thought the assistants were better employed in a shop than if they were set free earlier than nine o'clock; that has nothing to do with the convenience of the public; I was asking you simply with regard to the shop assistants?—I would prefer, then, to qualify that, and to say that in certain cases the assistants would be better there. I am not speaking of them as a whole.

Dr. *Farquharson.*

4954. Do you not think that that remark would have been more applicable 20 or 30 years ago, before the facilities for recreation and self-cultivation were so large as they are now?—Human nature is pretty much the same to-day as it was 100 years go.

4955. Do you not think it is improving?—No, I do not.

4956. Do you not think that young men now, when they get out of a shop, get on to a bicycle and take a ride out into the country, or go into a public library and read; do you not think there is more of that kind of thing among young men of the working class than there used to be?—Undoubtedly, there is.

4957. Therefore, perhaps, you will modify your statement in some way, and say that it is not, perhaps, so dangerous to let young men out earlier at night?—In some cases I say they would be better at work; but I am not applying that to them as a whole; do not misunderstand me, not in all cases.

4958. You do not think, then, that there is a great need of early closing on account of health?—No; the statistics given by the Registrar General do not show that the health of shop assistants suffers as compared with others. If you compare them with commercial travellers, for instance, who are out in the air all day long, it is a singular fact that the death-rate of shop assistants comes out at precisely the same figure as that of commercial travellers.

4959. Is it not the case that the Registrar General's statistics refer only to life and death?—I am speaking now of the death-rate.

4960. Is it not the case that you may have a great deal of deterioration of health without life being terminated; that a person may be alive but may be in a very bad state of health from late hours?—You will get bad health in every state of life.

4961. But you may have observed that in some of the former Committees we have had a great deal of evidence from medical men as to the deterioration of health in shop assistants, among women especially?—I do not speak on behalf of women; we do not employ women.

4962. Your assistants are only men?—Yes.

4963. I think you said that you would like to have the regulation of hours put under the local sanitary authority rather than under the County Council. What is your reason for that?—I think if it is to be brought about at all, that would be preferable.

4964. By the local sanitary authorities do you mean?—And the local district boards. They would have a better knowledge of the needs of their districts than the London County Council possibly could have.

Dr. *Farquharson*—continued.

4965. Then who would carry out the provisions of the Act; you rather object to the police?—I think the local sanitary authority are quite competent to carry out any Act which the London County Council is capable of carrying out. Before passing away from that point I do not know whether I have referred to this, but there is a singular anomaly in the Bill as to the Metropolis being one district. Under the Bill, London would be made one area.

4966. Would it?—Clause 2 says:—"If an application in writing is served on the local authority of any district, praying that, as regards all shops or any class of shops within the district, or any part of the district;" and there is no reference in Clause 12 to a part of a district, but it says there: "district means the area in which a local authority has jurisdiction." Now, the local authority in London is the London County Council, and it is proposed to make the London County Council the local authority under this Bill; therefore London would be one area under that local authority.

4967. I think your point, so far as I understand it, is that the irregular hours in London of the working classes, which render it difficult for them to shop at a regulated time, render it necessary for shops to be kept open very late to meet their convenience?—Yes; in some parts of London the habits and the necessities of the neighbourhood are so late, that shops must be kept open to supply their legitimate needs. Take the cabdrivers, if you like, who are about all day long, and go home at night with a few shillings in their pocket, at 10 or 11 o'clock, when they want to go and buy something. You cannot shut all the shops against those men. Or take the dockers and the men employed in and about theatres, all of them earning legitimate money; you cannot go and shut the shops against them.

4968. Do you not think that the working classes would regulate their habits according to the necessity of the times; that is to say, if the shops were shut at 9 o'clock, do you not think that they could shop at 8 o'clock or 7 o'clock, or 6 o'clock?—They have to regulate their habits by the circumstance of when they get their money.

4969. But then do not the wives, as my honourable friend reminds me, do most of the shopping?—Yes; but the wives cannot spend the money until their husbands give it them.

Mr. *Tennant.*

4970. Just to pursue that point; I am not going to keep you very long; you mentioned cabdrivers as being a body of people likely to require shops to be kept open late; now, I drive a good deal in cabs, and generally home from this House about a quarter-past 12 o'clock at night. Those cabdrivers cannot go home and give their wives money to shop with at night?—But there are a large number who do go home and do so. Cabdrivers take up their cabs at certain hours, and take them home again at certain hours, and until they get their money they cannot hand it over to their wives. The men who would drive you home from the House would not represent the whole class of poor cabdrivers, but only a special class.

4971. Is

Mr. *Tennant*—continued.

4971. Is there not a very large class of cabdrivers who stay out till past 12 o'clock, or, at any rate, until after the theatres have closed?—Yes.

4972. Those cabdrivers would bring the money home at night and their wives would be perfectly well able to shop next day at any time, is not that so?—I beg your pardon; if there are immediate necessities the shopping is done that night.

4973. You have spoken of the necessities of the neighbourhood; that was one of your phrases; have you any shops in this part of London, the West End?—In the western suburbs.

4974. Further west, in Bayswater and places of that sort?—Yes.

4975. Do you find that the necessities of such a neighbourhood are much the same as in the eastern part of London?—Each district would vary; you would find scarely any two alike.

4976. Then, do your hours of closing vary much?—They would vary probably from half-past to half-past nine o'clock; there is always a discretion left to the managing man.

4977. I understood you to say that you employ no women; do you employ any young persons; people under 18?—There may be a few boys about.

4978. You are aware that, under the Shop Hours Act that was passed some few years ago, young persons are not permitted to work more than 74 hours per week?—Yes.

4979. I have calculated your hours, and, deducting meal hours, your hours come to 79 a week, I think?—I do not know what they come to, but the manager would be instructed that no young person should be kept at work over the legal hours. There is nothing in that.

4980. You have told us that you have done a good deal for early closing; to get earlier closing, at any rate; can you tell the Committee what the hours used to be before you were able to effect what you have done for earlier closing?—I used to keep my shop open till 11 o'clock every night, and 12 o'clock and 12.30, and 1 o'clock on Saturdays, or Sunday mornings.

4981. Used those to be the prevailing hours?—Yes.

Chairman.

4982. I should just like to ask you this: You gave evidence before the Committee of 1886, I think?—Yes.

4983. You gave evidence aagingt the Shop Hours Regulation Bill then, I think?—Against the employment of young persons?

Chairman—continued.

4984. Yes?—Yes, I did; I have always opposed legislative interference.

Mr. *Cameron Corbett.*

4985. You alluded to the variation of hours in your different branches; there are some of your branches, I understand, where the regular hour of closing is 9.30 on an ordinary day in the week?—Then there would be a discretionary power with the manager.

4986. But you would have certain branches where the ordinary hour of closing is 9.30 o'clock?—No, 9 o'clock would be their ordinary closing hour. In fact, if I were the manager in charge of a shop, and I found business coming along and I got the shop full of people, I should not say to the porters, "Put up the shutters."

4987. But would there not be some of your branches where the ordinary hour of closing would be half-past nine?—There may be.

4988. You said your managers would look after the limitation of the hours of employment of young people within the 74 hours; have you given them any instruction to that effect?—Each man would have instructions and would have a copy of the clauses put in the shop.

4989. But the point has not come under your notice specially?—I believe, so far as my knowledge goes, that every shopkeeper that employs young people has a copy of the Bill hanging up.

Mr. *Frye.*

4990. You have to exhibit a notice now as you do under the Factories Act?—Yes. Well, the secretary would deal with that; whatever the regulations were they would be carried out.

Mr. *Tennant.*

4991. If you include the meal hours in your hours, they come to 81, and your young persons would have to go away long before 9 o'clock?—Whatever would be the time necessary for them to leave off so as to bring them within the Act, that would be done; there would be no doubt about that.

4992. You do not appear to know for certain whether that is done; what I wanted to ask you particularly is: Are you in favour, or are you against all interference by the State with the hours of labour?—Certainly, I am against interference by the Legislature with all adult labour.

Mr. WILLIAM JACKSON, called in; and Examined.

Chairman.

4993. You represent the Hull Retail Grocers' Association?—Yes.

4994. What position do you hold in the association?—My son is honorary secretary to the Grocers' Association, and Mr. Atkinson of 1, Posterngate, is the paid secretary, and I, by arrangement, appear as representing the members of the Hull Retail Grocers' Association.

4995. Could you tell the Committee what the usual hours are of the shop assistants in Hull?—May I, before I answer that question, just read a resolution of the association that was passed in reference to the Bill?

Chairman—continued.

4996. If you prefer to do so?—"That we, the members of the Hull Retail Grocers' Association, believing that it is desirable that the local authorities should have powers vested in them to enable them to carry out the wishes of a majority of the shop-keeping community with reference to their hours of closing, and seeing that Sir John Lubbock's Bill now before the

Chairman—continued.

House, when passed, will give such powers, hereby give our support to such measure, and move that a copy of this resolution be sent to Sir John Lubbock, also to the Members of Parliament for the Borough, requesting them to give their support."

4997. I believe you have a suggestion to make with reference to one of the Clauses of the Bill; but may we take it generally that your association approves of the Bill as it stands?—With two exceptions.

4998. Now I will ask you to be good enough to state what the suggestions are that you want to make?—In Clause 1, Sub-section (1), it says, "The local authority may if they see fit." The association suggests the substitution of the word "shall" for the word "may."

4999. You wish in fact to strengthen the Bill as regards that point?—As regards that point; yes.

5000. I should like to put this consideration to you; several of the witnesses have stated that under the Bill, as it stands, it is conceivable that the grocers might elect to close early on Monday, the drapers on Tuesday, the hatters on Wednesday, and the oilmen on Thursday, and that a general shop would thereby be compelled to close early on every day in the week; do you think that that is at all a probable state of things to arise?—I am not sure about it, but I think it would be a real advantage if that was done. Perhaps I have not caught the drift of your inquiry.

5001. I will put it to you in this way; it is usually the case, is it not, that the half-holiday, when it is enacted, applies to all the trades generally?—Yes.

5002. Do you think that there is any fear that one trade might have the half-holiday for one day, one for another day, one for a third day, and so on, and that the general shop would have to close very early in the day on every day in the week?—I can only say in reference to our own town that I think the verdict is very clear in reference to that. I believe the only difficulty about that is that the drapers seem as though they preferred the half-holiday on Thursday prior to the Bank holiday, instead of the Thursday following the Bank holiday. That is the only difference, so far as I know, in our town.

5003. Therefore, you do not anticipate that there would be any difficulty arising from that consideration?—I do not think so; at any rate, I think there ought not to be.

5004. Then, although you ought not to anticipate any difficulty, do you not think that it would be desirable to leave some little option to the local authority, so that if there would be any difficulty they might do something to meet it?—So long as they did not interfere with the half-holiday as a whole. I believe the entire trade of the town, speaking generally, would be sorry to lose the half-holiday.

5005. Have you any doubt that the local authority in Hull would put the Act into operation, if a majority of the shopkeepers desired it?—I do not think there would be any difficulty in that matter.

5006. And I gather that you think that you would obtain a two-thirds majority for early closing in Hull?—Well, in the first place, I think I may say that Hull is very much advanced in reference to the matter of early closing.

5007. Have you any fear in Hull of losing the half-holiday?—There seems to be some little fear of it, on account of some persons keeping open; mainly the drapers, I think.

5008. And you think that this Bill would tend to secure the half-holiday?—I think it would.

5009. That is one of the points of view from which you are in favour of the Bill, is it not?—Yes.

5010. Now, you said that there was a second point on which you would like to see the Bill modified; and I understand that it is with reference to Sub-section 2 of Clause 3?—That is it.

5011. You wish to leave out the one-third in line 21, and put in two-thirds?—Yes; the association thought it was only fair that two-thirds should be in the Bill in both cases.

5012. Could you state to the Committee what are the usual hours of closing in the town of Hull?—We vary; I may say that we have three shops in different parts of the town, and our own hours are 64 per week.

5313. At what time do you open in the morning?—At 8 o'clock in the morning.

5014. And at what time do you close in the evening?—At 7 o'clock for the first three nights; at 8 o'clock on Friday night, and at 10 o'clock on Saturday night.

5015. And are those the usual hours of the district?—There are others that keep open 69 hours, and, I think it is possible, even more than that in some cases.

5016. Do you think there is any fear that the general public would be inconvenienced if this Bill passed into law?—I am pleased to have to reply to that, for this simple reason, that I have had experience in it myself. I mean that, as a working man, and as a close observer of the action of the community, I am sure that there is a good deal to be done in some way. We seem as though we cannot manage any way of getting the trade, especially on Saturday nights in summer time, done in reasonable hours. From 6 o'clock to half-past eight during the summer months the business is neally nil; and then there is a perfect rush on the part of the public to spend their money up to closing time; and I am sure that if the entire trade of the town would come down even to 10 o'clock the same trade could be done pretty nearly, if not altogether.

5017. Therefore you do not think there is any fear that the general public would be inconvenienced if this Bill become law?—I should not like to say positively in reference to that; there may be some people who would not be able to spend their money on Saturday nights at 10 o'clock; but I am pleased to say, as the result of my own experience in a very thickly populated working neighbourhood, that we find that our trade since we closed at 10 o'clock is simply quite equal to what it was when we closed at 10.30 o'clock.

5018. Would you not say that it was very unlikely that the majority of shopkeepers would select any hour that would be inconvenient to their

Chairman—continued.

their customers as a whole. Supposing, for instance, it is necessary to keep open on Saturday late, the majority of the shopkeepers would wish to consult the general convenience, would they not?—I have no doubt they would, but I believe there is a great deal in looking at the other side; if the general public cannot get what they want, they will come sooner; if they cannot get what they want at half-past 10, they will come sooner.

5019. Then if that be the case, the general public would not be put to any serious inconvenience by this Bill being passed?—I do not think they would, not the general public, not by any means.

Sir *Francis Powell.*

5020. I want to ask you one question; it is a question I have asked several witnesses, and it is a very interesting one: What are your hours for meals?—Our hours for meals are as follows: (please observe that all our young men live out, every one of them; and therefore it applies to all) an hour for dinner, and half-an-hour on Friday and Saturday nights for tea; there are no other hours for meals.

5021. Is there no breakfast hour?—No.

Mr. *Frye.*

5022. They breakfast before they come?—Yes.

Sir *Francis Powell.*

5023. What is about the hour for dinner; at what time is it?—It has to be divided; there have to be so many go at one time, and so many when those come back.

5024. What would be the earliest, and what the latest hour?—From 12 o'clock to 3 o'clock.

5025. And what is the time for tea?—From 5 o'clock to half-past six.

Mr. *Frye.*

5026. You represent an association at Hull?—Yes.

Mr. *Frye*—continued.

5027. Could you tell me the number of members in the association?—I am told that there are about 100 members of the Hull Retail Grocers' Association. I may say that there is a provision dealers' association as well; that is a separate association; I do not represent them.

5028. And the grocers are in favour of this particular Bill?—That was their resolution.

Mr. *Samuel Smith.*

5029. What is your idea as to the hour at which you might close at night; the earliest hour that you think would be practicable?—Do you mean Saturday night?

5030. No, other nights?—May I just answer that question by telling you a little bit of what we did just before the half-holiday came into operation?

5031. If you please?—I objected to the half-holiday, and suggested that shorter hours of a night would be of advantage, and two or three leading traders of the town stood out against it, and broke through it, and we said that with a distinct understanding that the hours were shorter every day we would go into that arrangement; not otherwise. We found, eventually, that the assistants preferred the half-holiday, or else we said 6.30 o'clock for the first four nights in the week, 7 o'clock on Friday night, and 10 o'clock on Saturday night, and I said: "I am sure we can do that, and I am sure the public wants can be supplied by those hours." We tried it for three months, but it did not seem to take, generally, with the town, and so we adopted the half-holiday, and our present hours, with the exception of the 10 o'clock on Saturday night. We did up to a year of this time close at 10.30.

5032. What are your usual hours on other nights?—The first three nights, our hour is 7 o'clock, and on Friday night 8 o'clock, and on Saturday night 10 o'clock.

5033. And the Thursday half-holiday is at 1 or 2 o'clock?—At 1 o'clock.

Mr. JOSEPH STAINES, called in; and Examined.

Mr. *Frye.*

5034. YOU are a grocer at Leeds?—Yes.

5035. What is the official position that you occupy with regard to the grocery trade?—I am here as an ex-chairman of the National Federation of the Off-License Holders' Associations, and as chairman of the finance and organising committee; I am also president of the Leeds Off-License Holders' Association.

5036. And you go about a great deal amongst the trade and attend many meetings?—Yes.

5037. Where have you attended meetings with regard to this particular Bill?—I have attended every annual Council meeting of the National Federation since its formation, and I have also attended off-license meetings in Birmingham, Bradford, Newcastle-on-Tyne, Derby, Leicester, York, Hull, Scarborough, Halifax, Dewsbury, Wakefield, Huddersfield, Nottingham and Sheffield, and within the last fortnight, Blackpool.

Mr. *Frye*—continued.

5038. What is the opinion of the off-license holders with regard to this Bill?—There is a very strong objection amongst off-license holders to being included in this Bill.

5039. Are there many assistants employed by the great majority of these off-license holders?—No, the off-license holders, as a rule, employ very few assistants.

5040. If this Bill became an Act of Parliament, it would very much affect the value of off-license premises, would it not?—It would; it would depreciate the value of off-license premises very considerably. I would like to say, in further answer to that question of yours, that the off-license holders, especially in the country, who sell draught beer, employ very few assistants, and that those who do employ assistants work from 70 to 72 hours per week, inclusive of meal-times; in some cases they have a half-day holiday in each week, and in most cases they

Mr. *Frye*— continued.

have from a week to 10 days' holiday in the year. The assistants in my own employ work from 60 to 63 hours per week, inclusive of meals.

5041. And would you describe how the public who patronise these shops would be affected?—It would be a great inconvenience to the public who do not purchase their draught beer in small quantities until the time for actual consumption off the premises.

5042. They would be driven to the public-house?—They would.

5043. And if the off-license holders were scheduled, as you would wish them to be, in this Bill, they would agree, I understand, only to sell excisable articles after the closing hour?—I venture to say that the off-license holders would be willing to be restricted in the sale of general groceries, but they would strongly object to being included in the operation of this Bill so far as regards the sale of excisable articles.

5044. And your objection to the Bill would be, to some extent, withdrawn if they were included as an exempted trade?—Yes; we should consider it a hardship; and I have no doubt it would be a loss of business to the trader to have to give up the sale of general groceries; but we should be willing to meet the wishes of the majority, so far as we could, in this matter, by restricting the sale of general groceries; but we cannot give up the sale of the excisable articles while the on-license holder has the privilege or right of selling for the number of hours which he does at the present moment. If a provision was made that the off-license holder should continue to carry on that part of his business, as he does at the present moment, then I think we should be inclined to withdraw our opposition to the Bill; otherwise it will be necessary for us to use the power and influence of these associations to prevent a two-thirds majority requisition for the Bill to come into operation.

Mr. *Samuel Smith.*

5045. What class of intoxicants do you chiefly sell?—I have a full license; that is to say, wholesale and retail, wines, spirits, and beer.

5046. Of which do you sell most?—I do not sell very much beer myself; I sell no beer on draught; my principal trade would be wines and spirits. I might say that the trade carried on in my principal place of business is more of a family trade. We open our shop at half-past eight o'clock in the morning and close at seven o'clock at night; and in the other shops we open at eight o'clock and close at seven o'clock on four days of the week, and our customers are supplied within those hours. My trade is not affected; it would be those off-license men, who sell beer largely on draught for consumption at home at meal times, who would be affected.

5047. But I understood that draught beer could not be sold with an off-license?—Yes; the off-license holder has the right to sell beer either in bottle or on draught. People go to the off-license holder for a pint or a quart of beer in a jug or vessel and take it home and consume it at home during meal times.

Mr. *Frye.*

5048. They must not consume it there and then on the premises?—No.

Mr. *Samuel Smith.*

5049. I was under the impression that it was only bottled beer that could be sold by off-license holders?—No, we can and do sell largely beer on draught. Hence, we complain of the attempt on the part of the non-licensed grocers to compel the licensed grocer to relinquish that part of his trade unless the same law is applied to the on-licensed dealer; that is to say, the licensed victualler.

5050. Taking off-licenses as a whole, would you say that there is more beer or more spirits sold?—Beer, in the proportion of ten to one.

5051. Is it generally draught beer?—Largely.

5052. For dinner?—Dinner and supper; mostly at supper time.

5053. At what hours do they apply for the supper beer?—The beer is sold between 8 o'clock and 11 o'clock at night.

5054. Do these off-license holders require to keep open until 11 o'clock at night?—Certainly, because the on-license holder keeps open till 11 o'clock, and if those who require beer cannot get it at the off-license holders, they will be driven to the other places, either to the on-license places or to clubs. They can go to their respective political or other clubs and obtain what they want in the way of drink and take it home from those places.

5055. I thought you said you closed your shop at 7 o'clock?—Yes, but I do not sell beer on draught.

Mr. *Cameron Corbett.*

5056. Supposing that your trade were excluded from the Bill so far as the sale of excisable liquors was concerned, would your opposition to the Bill disappear?—I venture to say that it would.

5057. It is really based upon that?—Yes; we say that it would be a hardship to us, and to the trade; but we should be willing to make that concession, that if we can continue the right to sell as they do to-day our opposition to the Bill will be withdrawn.

Mr. *Baldwin.*

5058. I take it that what you want is that your hours should be the same as the publican's?—Yes.

5059. Then, if they are, as regards excisable liquors which Mr. Corbett has asked you about, your objection disappears?—Yes. You see we hold the magistrate's certificate to sell during the same hours as the on-licensed holder, and we claim that the non-licensed grocer has no right whatever to say that we holding those licenses and paying for them should be compelled to close at the same time as he is; though I may say that so far as I am concerned it would make no difference to me whatever.

5060. Because you sell no beer on draught?—Yes.

5061. The people that would be affected are those that sell beer for people to take home for dinner

Mr. *Baldwin*—continued.

dinner and supper?—Yes; if you include that class of trader in this Bill you will practically ruin two-thirds of the off-license holders who sell beer.

5062. Because those who sell beer on draught, I suppose, sell it chiefly for supper?—Yes, that is so.

Chairman.

5063. The Committee, then, may take it from you as ex-chairman of the Off-License Holders' Association (at any rate you speak for them) that if the Committee thought fit to exclude the off-license holders, so far as the exciseable liquors are concerned, they would not then any further oppose the Bill?—That is so.

Mr. JOHN TUNNARD, called in; and Examined.

Mr. *Frye.*

5064. WILL you kindly explain to the Committee your position as representing the trade of Leeds?—I am the Honorary Secretary of the Leeds and District Off-License Holders' Protection Association, and also a member of the Parliamentary Committee of the Off-License Holders' Federation.

5065. Can you give the figures of the number of off-license holders in the country?—About 32,000; the retail off-licenses for England and Wales issued up to the 31st of March 1894, according to the 37th Report of the Commissioners of Inland Revenue, is as follows: Beer and cider, 12,429; beer and wine, 1,474; wine, retail, 4,525; sweets, 1,873; beer dealers, retail, 4,046; spirit dealers, retail, 7,581; total, 31,928.

5066. And the great majority of those are these off-licenses where they sell beer in jugs in the poorer parts of the town?—That is so.

5067. And they are a great convenience to the poor people who prefer to send to such a shop instead of going to the public-house?—In the case of Leeds, for which I am more particularly speaking, on the 15th of March last I myself served, from 8 o'clock to 9 o'clock, 41 people; from 9 o'clock to 10 o'clock, 62 people; from 10 o'clock to 11 o'clock, 58; or a total of 161 persons, with draught beer for supper purposes.

5068. As a matter of fact, there is a very considerable business done from 8 o'clock at night to 11 o'clock, is there not?—That is so.

5069. The majority of the business is done in those hours?—The majority of the business is done in those hours. If the off-license shops in Leeds were closed at an hour earlier than 11 o'clock some 27,000 families would be put to serious inconvenience, inasmuch as they to-day get their supper beer from off-license places, and they would be driven either to the unlicensed clubs or to the public-houses, where they do not go at the present time, preferring to deal with the off-license holders.

5070. Is it the fact the magistrates have been petitioned by the public to grant several of these licenses in Leeds, and that they have granted them?—During the last five years in new districts in Leeds the magistrates have, on the requisition of the inhabitants residing in those new districts, granted some 21 new off beer licenses; and if the provisions of this Bill were put into operation, the 1,700 grocers in Leeds who do not hold off-licenses would be able to over-ride the magistrates' decision, and to close the places where licenses have been granted on the requisition of the inhabitants.

Mr. *Frye*—continued.

5071. And you think that if this Bill becomes an Act it would very seriously affect this particular trade?—Undoubtedly. And not only would it depreciate the freeholds, but it would also affect leaseholders whose leases cannot be broken; and it would also depreciate the goodwill of the business. I might tell the Committee that in the Leeds district very considerable sums are given for the right to sell exciseable beverages at off-license premises; in fact, in many instances as much, or more, money is given than for on-license premises.

5072. They are open on Sundays, too, are they not?—They are open on Sundays from half-past 12 o'clock till half-past two, and from six o'clock to 10, for the purpose of supplying the dinner and supper beer, the same as the public-houses.

5073. Do you know the opinion of the publicans with regard to this matter; are they opposed to your being allowed to remain open?—The Licensed Victuallers' and the Wine and Beer Sellers' Associations of Leeds have passed a resolution asking that the off-license holders shall be exempted from the operation of the Bill.

5074. What do they number in Leeds?—The publicans number some 750, and the off-license holders number some 390; but only about 300 out of the 390 are grocers; the others are wine merchants, chemists, confectioners, greengrocers, pork-butchers, and, in one or two instances, they are drapers.

5075. Are you opposed to this Bill altogether, or do you take the same view as the last witness?—I take the same view as Mr. Staines; and I may further say that at a committee meeting of the Leeds Off-License Holders' Association, a resolution was unanimously passed that if the off-license holders were exempt from the operation of the Bill, and if this Committee in its wisdom thought that grocery and other articles of a non-exciseable character should not be sold after a certain time of the day, the off-license holders would be quite willing to withdraw their opposition.

Mr. *Samuel Smith.*

5076. How many hours per week do your assistants work in this trade?—Generally, those off-license shops that employ assistants open in the morning from eight o'clock to 8.30, and invariably close at from seven o'clock to eight o'clock in the evening, except on Saturday, when they are open until 11; but there are very few assistants employed by the off-license holders, especially that section of the off-license holders who sell draught beer; the business is managed by the husband and the wife. But they do not

Mr. *Samuel Smith*—continued.

work anything near the number of hours that their place of business is open.

5077. Did you not say that the shops are open till 11 o'clock at night?—Nearly all the off-draught beer licence premises are open till 11 o'clock at night.

5078. I thought you said just now, in answer to one of my questions, that the shops were open from eight o'clock in the morning until seven or eight o'clock at night?—I was speaking of the shops generally, not the off-licence beer shops.

5079. I am only speaking of the off-licence beer shops?—They are open from eight o'clock in the morning till 11 o'clock at night.

5080. If there were assistants employed in those shops, that would be an extremely long time for them, would it not?—It would; but there are not assistants there; the business is worked in the man's own family and there is comparatively little business done except between the hours of 11 and two, and then again from eight o'clock to 11 in the evening.

5081. But they sell groceries as well?—They do sell groceries as well, but the bulk of their trade is done in the hours which I have named.

5082. The bulk of the trade even in groceries is done between the hours of 11 and two in the morning and eight and 11 in the evening, you say?—Yes. I ought to say, that so far as the evening is concerned, they do very little in groceries indeed. I will give you an illustration. On Easter Monday evening, which is a Bank holiday, when nearly all the unlicensed places are closed for the Bank holiday, I myself served 181 persons between the hours of eight and 11 o'clock at night with draught beer only, and there were only 16 people who came for other goods; thus showing that so far as the evening trade is concerned, the public generally use these places for their supper beer only.

Mr. *Frye.*

5083. Would you put that return in?—Yes (*handing in the same*).

Mr. *Samuel Smith.*

5084. Who are the people who generally come for the supper beer?—The respectable working people.

5085. Is it the husband, the wife, or the children who come for it?—For the supper beer, it is generally the wife; in many cases the husband comes, of course; but the children do not come after nine, and very few come so late as nine. The children may be sent during the day, but there are very few of them that come in comparison to the husband and wife. I do not wish to infer that the beer is fetched for the wife; it is fetched for the wife and husband.

5086. Do you think there is any danger of the children getting into the habit of sipping the beer as they carry it along the streets?—There are always abuses, but I think comparatively few in that particular respect. I do not myself see one case a week, and I am moving about the town every day.

5087. You do not think it is an evil, children coming to carry beer for their parents?—I should like to say that personally I do not like to see very young children come for it; but when a boy gets to 10 or 11 years of age, I think he is capable of running an errand for his parents.

Mr. *Samuel Smith*—continued.

5088. You do not think that it leads to his sipping the beer?—Not at all.

Mr. *Frye.*

5089. And he would do that just the same if he brought it from the public-house, would he not?—Just the same,

5090. At any rate, he would have the same opportunities?—Yes.

Mr. *Cameron Corbett.*

5091. You desire that the off-licence holders should be excluded from this Bill, so far as the sale of exciseable liquors is concerned?—Yes.

5092. Do you think that there would be any difficulty in drawing a line and enabling them to carry on that trade while preventing their carrying on the general grocery trade?—I think it would be a considerable hardship to a number of the public; but at the same time I do not see much difficulty in drawing a line, inasmuch as off-licence holders are law-abiding people, and are already under police surveillance the same as public-houses.

5093. Would it generally happen that the two businesses would be carried on in distinct parts of the shop?—No.

5094. There would not be separate counters, for instance?—No.

5095. The two are quite mixed up with each other?—Yes.

5096. Then your evidence would be, first of all, that your own opinion is in favour of exempting the trade; and, secondly, that a sufficient check could be had upon it by inspection to prevent groceries being sold?—Yes, in the same way as at the present time. I might, in support of that contention, refer to the fact that very few off-licence holders in the country are ever brought before magistrates for selling after the regulation hours.

Mr. *Frye.*

5097. Might I also ask you whether they are not under the inspection of the police just the same as public-houses?—Yes, exactly. I have stated so already.

Mr. *Cameron Corbett.*

5098. You think that in that way there would be no difficulty in preventing their selling groceries while allowing them to continue selling exciseable articles after the hour of closing?—I am quite sure there would be no difficulty (although the hardship remains), for this reason: that the off-licence holder is not going to risk losing his licence for being convicted of selling other articles.

Mr. *Baldwin.*

5099. I take it that as a rule the off-licence holder who sells beer is what you may call a small man, he does not employ any assistants?—I do not think 5 per cent. of them employ assistants.

5100. It is a business managed by a man and his wife?—It is a business managed by a man and his wife.

5101. And,

Mr. *Baldwin*—continued.

5101. And, as a rule, they simply supply the working classes with what they want for dinner and supper?—They supply the more respectable portion of the working classes with what they want for dinner and supper.

Mr. *Baldwin*—continued.

5102. That makes the main part of your trade?—Yes.

5103. And very often children are sent to off-license premises to fetch the beer when the parents do not like to send them to public-houses; is not that so?—Yes.

Mr. JAMES AUSTIN STACEY, called in; and further Examined.

Chairman.

5104. YOU promised when you were here before that you would put in some resolutions passed by the trades' councils; are you prepared to do so now?—Yes, I can hand them in. (*The same were handed in.*)

5105. You also stated that you would put in resolutions passed at different public meetings in support of early closing by legislation; are you prepared to do that?—Yes. (*The same were handed in.*)

5106. Have there been any resolutions passed against this Bill at any public meetings, so far as you are aware?—Not so far as I am aware. There was a meeting held in 1888 at Exeter Hall, presided over by Lord Charles Beresford, which was of a hostile character, and I have a report of it here. The report that I have is in a paper of 28th April 1888. The meeting had reference to the old Compulsory Closing Bill.

5107. That referred to a Bill which proposed to settle the hours of closing for all the tradesmen, and not to allow tradesmen to settle the hours of closing for themselves?—Yes.

5108. Therefore it did not apply to the present Bill?—No.

5109. Perhaps, to make it quite clear, it would be as well to read the resolution?—I should like to read the resolution, and I should like to give you an idea of the character of the meeting. It says: "A meeting of tradesmen, costermongers, stallkeepers, and others, called to oppose Sir John Lubbock's Compulsory Closing Bill, was held in Exeter Hall on Tuesday night. There was a large attendance, and the proceedings were accompanied with much noise and disorder. A brass band seated in a waggonette, and followed by other vehicles, tailed off by a few costermongers' barrows paraded the Strand and the neighbourhood before the meeting. A banner, inscribed, 'Voluntary, but not Compulsory Closing' was carried aloft, and during the meeting it was placed in front of the organ in the large hall." Then Mr. (now Sir) J. Blundell Maple, M.P., moved this resolution.

5110. What are you reading from?—From a report in the "South London Press" of the 28th April 1888: "That this meeting of small traders, costermongers, and stallkeepers having considered the Compulsory Closing Bill, deem it an unjustifiable piece of class-legislation; unjustifiable on the grounds it is based upon, and interfering with the liberty to buy and sell at convenience; that it would inflict a cruel hardship on those whose livelihood is a precarious one, ruin numbers of small struggling traders, and sweep thousands into want and pauperism; that it is quite unsuitable to the requirements of the large, varied, and unsettled population to be found in this vast metropolis; and that the chairman be requested to sign a petition to both Houses of Parliament to that effect." The meeting was very uproarious from that point.

Chairman—continued.

5111. I do not think we need go into that; I think that is enough——

Mr. *Frye.*

5111*. And that resolution was carried against the Bill?—The report says that the motion was put amid great uproar and was carried by a large majority.

Chairman.

5112. That had reference to a totally different Bill?—Yes.

5113. The meetings that have been held in favour of legislation have been in many cases presided over by the mayors of the respective towns, have they not?—Usually so, such as that at the Birmingham Town Hall in 1892, and that at St. George's Hall, Liverpool, where the mayors presided. Those were towns meetings, and they are characteristic of other meetings throughout the country at which the mayors presided and resolutions were carried unanimously.

5114. Do you anticipate any difficulty arising from Clause 5 of the Bill as regards the classification of shops?—None whatever.

5115. As regards the half-holiday, does the half-holiday in towns where it exists usually apply to the trades generally, or are there generally different half-holidays for each trade?—I do not know of any instance away from London where two early closing days prevail in one week, except in Manchester, Birmingham, Glasgow, and Edinburgh, and one or two other of the larger cities, where, perhaps, half-a-dozen of the very leading houses, half-a-dozen, perhaps, at the outside, would close earlier on Saturday; but the City generally would close on Wednesday or Thursday, whichever was the general closing day.

5116. Do you know of any case in the whole country where there are more than two different days for the half-holiday in different trades?—No.

5117. You would probably be aware of it if there was such a thing in existence?—I think so.

5118. It is the case, I think, in many places, is it not, that the half holiday is at present rather insecure, and there is a dread of losing it unless there is some power of enforcing it under this Bill or in some other manner?—That is so; and

Chairman—continued.

and I should like to quote in regard to that the editorial introduction to a book published by the Early Closing Association, the "Commercial Traveller's Guide." This is a book that has been published for many years by the Early Closing Association, which gives a list of the market days and early closing days throughout the country, and the editorial preface to the last edition is as follows; it is not very long: "Every effort has been made to ensure accuracy in this Guide. The editor is greatly indebted to many travellers who have pointed out inaccuracies in the previous edition. Unfortunately, the Guide cannot pretend to absolute accuracy, for the half-holiday movement is in a state of continual unrest. At present it is everywhere liable to interruption or re-arrangement, as the number of alterations in the present edition will show. There is a strong and growing feeling amongst tradesmen to invoke the Legislature for some form of permanency for the half-holiday, and if this is obtained greater regularity will necessarily ensue."

Mr. *Frye.*

5119. There are many parts of London in which they prefer one day to another, are there not?—Yes, but we are overcoming that to a great extent. For instance, when the Early Closing Association pioneered a mid-weekly half-holiday, it was because we found we were not making sufficient progress with the Saturday half holiday, and so we advocated a Wednesday or Thursday half-holiday; but we took the feeling of the district in each case. We found some districts in the south-west of London strongly in favour of Wednesday, but generally throughout the metropolis Thursday was the day chosen.

5120. So that there are three days now: Wednesday, Thursday, and Saturday?—Allow me to add to what I was saying, that in several cases we have induced the traders to substitute Thursday for Wednesday; and we may look forward to a possible and probable substitution of Thursday for Wednesday, so that eventually in London we may have the ordinary establishments, what I have usually termed second and third-rate and poorer shops, closing on Thursday, and the few leading houses on Saturday.

5121. But you will never get a general half-holiday on Saturday, of course, in London?—I fear not; not without this Bill, and, indeed, not with the Bill, because Saturday being, by force of habit and custom for an indefinite number of years past, a late closing night, and a marketing night, too, I expect the Thursday closing will be more prevalent under the Bill than Saturday.

Chairman.

5122. Those are cases, are they not, of early closing on one day of the week, but hardly what you would call a half-holiday. At what hour, for instance, is the closing on Wednesday and Thursday?—We began, in advocating the Thursday half-holiday, with a five o'clock closing; but in many districts in the south-east of London, in the Old Kent-road district, and the east of London particularly, embracing

Chairman—continued.

the whole of that great area from Aldgate down to the Forest, and from Victoria Park down to the River, we have gradually substituted two o'clock for five in the drapery, and in a few of the grocery, ironmongery, and other trades; but the five o'clock closing is still general in the poorer shops of all trades.

5123. Is there any case in London of any district where there are certain shops closed at two o'clock on three days in the week; I do not mean the same classes of shops, but one class of shop closing at two o'clock on one day, and another class of shop closing at two o'clock on another day, and so on?—None.

Mr. *Frye.*

5124. Do you find the butchers, for instance, like to close on Monday?—They are amenable to Thursday closing.

5125. But they do now close on Mondays, do they not?—In some districts. Many years ago we induced the whole of the Lambeth butchers to close on Mondays as an experiment; 12 or 13 years ago I am speaking of.

Chairman.

5126. At what hour?—At five o'clock.

5127. My point is that closing at four or five o'clock can hardly be called a half-holiday, can it?—That is quite so; but I was replying to Mr. Frye that even the butchers, the most difficult of all trades, who have been held up as an example of difficulty in getting one universal day of closing, are amenable to Thursday closing, as we have shown again and again in our district work.

Mr. *Frye.*

5128. But even five o'clock is a great acquisition to tradesmen and their assistants?—Yes.

5129. They go for excursions into the country, and so on?—Yes.

Sir *Francis Powell.*

5130. Why do they prefer Thursday to Wednesday as a half-holiday?—I have often been curious to ascertain that, and have questioned shopkeepers; they generally concur in saying that there is a marked diminution in business on the Thursday night, and many of them are inclined to attribute that (and we, the Early Closing Association, certainly do attribute it) to the fact that many years ago we started a campaign and obtained the signatures of some 700 firms in the printing, the building, and other trades, for Friday payment of wages. We were very successful in that campaign, and Friday became very much the day for paying wages instead of Saturday. Now, Thursday is the day furthest away from pay day when there is the least money, perhaps, in hand for shopping purposes. That, we believe, is the cause of the falling off of trade on the Thursday night, and, consequently, the easier conditions that obtain to make Thursday the closing day.

5131. That would apply to working-class districts only, I suppose?—All the suburbs are working-class districts. Take, for instance, the

western

Sir *Francis Powell*—continued.

western suburbs, Shepherd's Bush, Hammersmith, and Notting Hill; just as you have in the East End of London, so you have there the same very poor population referred to by the witness this morning, cabmen, gardeners, and labourers; that is to say, people who take day wages. In fact, we see no difference in many districts, north, south, east, or west, as to the poor populations.

5132. Have you any information as to the hours for meals in shops?—Yes. I was asked by you to put in some additional information to that which I gave previously on that point, and I have here a number of letters from firms of employers giving me the information; they go to confirm my previous answer, and they even point out that my answer was liberal in the extreme. They show that the average meal-time at mid-day consists of 30 minutes, and that it is usually so. I am not acquainted with any case where it exceeds 30 minutes.

5133. The usual and the average are very different things?—Yes, I should not have said average; I should have said usual.

5134. What is the usual time for dinner?—Thirty minutes.

5135. Is that for those living on the premises or for those living off, or both?—That is for those living on the premises; and I may add to that that it is very exceptional to find a shop assistant living away from the premises in London.

Mr. *Frye.*

5136. But in the country towns it is very common, is it not?—Yes, in Glasgow and some other towns it is common for shop assistants to live away from the premises; but in London it is very exceptional to find assistants living away.

Sir *Francis Powell.*

5137. Do you consider that 30 minutes is the ordinary dinner-time for shops in London?—Yes.

5138. Including the West End shops?—Yes; there may here and there be a slight extension, but I am not acquainted with any such case. I may read a letter here, perhaps, which comes from a manager in a West End house, I may say in one of the very leading West End houses.

5139. In what trade?—Drapery, mantles, costumes, millinery, and all that sort of thing. This gentleman writes: "Dear Mr. Stacey,—I am very sorry to have only received your letter, dated 3rd inst., to-day. I am anxious that your and others' endeavours shall be successful in this important matter. In the largest houses I am only sorry to say that the time allowed for dinner is but 30 minutes, and that for tea 15 and 20 minutes. Now, in large houses of business, I particularly wish to point out to you one great disadvantage; the dining-room is usually a distance to get at, and one has to traverse various flights of stairs, invariably following a slow crowd the distance to travel, and by the time you have your seat at table and served with dinner you find you have left but 20 minutes (this is alluding to assistants) to be back in your department and ready for business, and I am sorry to say that when assistants are but a few minutes late at their counter they invariably get the rule by those in power as shopwalkers." The rest of the question is hardly germane to the question of meal hours.

5140. You have had before you evidence to the same effect as that which you have given with regard to the 30 minutes?—Yes.

5141. Is that confined to London?—Yes, that is confined to London.

Chairman.

5142. The evidence, you mean, is confined to London, not the practice?—That is so.

Sir *Francis Powell.*

5143. Then, as regards the time for tea, what further information have you got?—The usual time for tea is 15 or 20 minutes, but I could point you to one of the largest firms trading as stores in London where absolutely no teatime is allowed.

5144. Not even on Saturday when the hours are so long?—I am speaking of the ordinary nights of the week.

5145. You have no knowledge of the country, I think?—What applies to London generally applies to country towns, but there is greater freedom generally in the small country towns, where in the small shops the family principle generally obtains.

5146. Do you consider, speaking generally, that in the shops throughout the country 30 minutes is the only time allowed for dinner?—Yes; I should say that would be a fair answer where there is a regular staff of assistants; anything like a staff, and where the shopwalker system obtains.

Mr. *Frye.*

5147. In speaking about the half-holiday, and the best day for the half-holiday, did I rightly understand that your remarks referred to London?—Yes.

5148. In country towns you could not have Thursday, for instance, if it was market-day, could you?—No.

5149. You do not mean a universal Thursday closing?—No; my reply referred to London.

Mr. *Cameron Corbett.*

5150. You have heard it suggested that off-license holders might have their shops closed for grocery purposes and might still have them open for the sale of exciseable liquors?—Yes.

5151. Do you see any great difficulty in carrying that out?—No; I think a concession might very well be made in that respect; that the off-license holders should be allowed to maintain access to the beer counter or to supply strictly exciseable articles.

5152. Do you think it is desirable that some special protection should be offered to those large firms who close on Saturday, giving them, for example, power to apply to the local authority to have Saturday fixed on their behalf and to be exempted from other days' closing?—I think that

Mr. *Cameron Corbett*—continued.

would be well; and I would like to say that at the Nottingham Congress, in October 1893, a resolution was passed to the effect that any establishments which, for a period of three

Mr. *Cameron Corbett*—continued.

months prior to the passing of the Bill, had closed not later than five o'clock on Saturdays, should be exempted from the half-holiday section.

Tuesday, 7th May 1895.

MEMBERS PRESENT:

Mr. Baldwin.	Dr. Farquharson.
Mr. Cameron Corbett.	Sir John Lubbock.
Mr. Diamond.	Sir Blundell Maple.
Mr. Edwards.	Sir Francis Powell.

THE RIGHT HONOURABLE SIR JOHN LUBBOCK, BART., IN THE CHAIR.

Mr. WILLIAM IRELAND, called in; and Examined.

Chairman.

5153. YOU are ex-president of the Family Grocers and Purveyors' Association of Dublin, I believe?—Yes.

5154. Do you attend this Committee on behalf of that association?—Yes.

5155. What are the hours in Dublin for shop assistants generally?—Do you mean all kinds of shops?

5156. Will you give it in any form you can give it conveniently?—The average hours are from eight to eight; of course some of them are shorter and some longer.

5157. Have you any half-holiday in Dublin?—No.

5158. On Saturday nights are they at all later, or what?—Some of the larger shops close on Saturday; that is, some of the large drapers close at four o'clock; also some of the ironmongers close at four o'clock on Saturdays.

5159. What about the smaller shops?—Some of the smaller shops do not close on Saturday until 11 o'clock, and some 12 o'clock.

5160. Do you think those hours might be shortened without inconvenience to the public?—Most decidedly.

5161. Are you hopeful of getting them shortened by voluntary action?—I am afraid not; though a great many have voluntarily closed, they are in the minority.

5162. Do you think you have come to about the limits of what voluntary action can do?—Yes, though the tendency is of late years to close somewhat earlier.

5163. Is your association in favour of some legislation on the subject?—Yes, almost unanimously.

5164. Has your association considered the Bill before this Committee?—It has.

5165. I will give you the opportunity in a moment of making any suggestions in detail, but will you state to the Committee what the feeling of your association is with reference to the Bill generally?—The feeling relative to the Bill is that the members would support it, and they approve of the Bill as a whole, but there are some clauses which they would take exception to.

5166. Taking the Bill as a whole, your association is in favour of it, is it?—Yes, that is, the spirit of the Bill for earlier closing.

Chairman—continued.

5167. The spirit and the general provisions?—Yes.

5168. Will you now state the points on which you would like to suggest modifications in the Bill?—My association is of the idea that it might be strengthened.

5169. Then, on the whole, is your association in favour of the Bill almost unanimously?—Yes, almost.

5170. But you wish to see it strengthened, I understand?—Yes.

5171. On Clause 1 there is an amendment which I believe you wish to suggest?—Yes; in Clause 1, where it states "shops within a district," the word "district," I think, should mean a town or city, inasmuch as if you divide, for instance, Dublin into districts or divisions, there would be some difficulty in carrying out the provisions of that clause.

5172. May I point out to you that that is what the word "district" means. If you look at Clause 12 you will find the word "district" means area in which the local authority has jurisdiction; therefore, in the case of Dublin it does mean the whole of Dublin. That you approve of, I understand?—Yes.

5173. You wish, I think, to put in the word "shall" instead of the word "may" towards the end of the clause?—Yes.

5174. Have you any doubt that the local authority in Dublin would put the Act into operation if the two-thirds majority were obtained?—I think they would.

5175. At any rate, however, you would like to see the Bill strengthened on that point?—Yes.

5176. Is there any other amendment which you wish to suggest in Clause 1?—I think not. With regard to Clause 1, I rather think it would be better to have it compulsory.

5177. But you have said that already. Is that all that you wish to say with regard to Clause 1?—Yes.

5178. You have not suggested any other amendments, have you?—No, that is the only one.

5179. Then the Committee may take it that your association is in favour of the Bill, but you wish to see it strengthened in that one particular?

Chairman—continued.

ticular?—With regard to shops, and what is meant by the word "shops," I do not know how you would deal with public-houses in Dublin.

5180. Public-houses do not come within the scope of the Bill?—But what I wanted to refer to was this: almost all the public-houses in Dublin sell groceries, and some of them provisions; how you would deal with that matter I do not know.

5181. As regards the working classes, are you aware whether your trades council in Dublin has passed any resolution in support of the earlier closing of shops?—I am not quite aware whether they have passed resolutions, but I know they are in favour of the early closing movement.

5182. Do you think the Committee may take it that they would be in favour of this Bill?—I believe they would.

5183. Do you believe the public would be in any way inconvenienced by this Bill?—I believe not.

Mr. *Diamond.*

5184. Will you kindly state to the Committee what is the membership of your association; have you a large number of members?—They number upwards of 200; about 200 is the number now, but they are increasing according as they see the benefits of the association.

5185. What relation does that number bear to the total number of tradesmen in Dublin who might fairly be expected to be members of your association?—The tradesmen are not members of our association.

5186. What is your association composed of?—Shopowners, family grocers, and wine merchants.

5187. What is the number of family grocers in Dublin altogether?—The number of family grocers in Dublin is about 280, taking them all round.

5188. And you have 200 of them in your association, have you?—I should qualify that answer; that is, there are about 280 family grocers and purveyors altogether.

5189. You have none of the employés as members of your association. I suppose it is purely an association of the employers, is it?—Yes.

5190. You spoke about the trades council in Dublin being in favour of the early closing of shops, and you also referred to the fact that most of the public-houses sell groceries as well?—They do.

5191. Is it true that the trades council is opposed to the earlier closing of public-houses, and also the Sunday closing of them, and has passed resolutions to that effect?—I am not aware of that.

5192. I think you will find that that is so, but you do not know, I understand, whether it is so or not?—I do not.

5193. With regard to your local authority in Dublin, what number of the licensed grocers do you think would be members of your local authority; a considerable number or not. This bears upon the point as to whether or not the local authority might be inclined to put the Act into force?—Of the members of the Corporation

Mr. *Diamond*—continued.

of Dublin who are grocers I believe there are three; I myself am one.

5194. But I refer also to members who are licensed victuallers?—I believe there are 20 of those.

5195. Do they sell provisions and so forth?—No, I do not think more than one of those sells provisions, but they all sell, I think, without exception (there may be one or two exceptions), groceries.

5196. Do you think if this Bill is passed this peculiarly constituted local authority, such as your corporation is, would be inclined to put it into force; I presume you do not think they would, because you want it made compulsory?—Just so.

5197. Can you tell the Committee how you think the general public of Dublin might be affected by this early closing, for instance, with regard to the payment of wages; how are wages paid in Dublin?—They are generally paid on Fridays.

5198. At what time?—It may be in the evening, it may be in the middle of the day, when employed go to dinner. Some do not pay until Saturdays, but the general rule is to pay on Fridays, and there would be no difficulty about that.

5199. At what time are those who are paid on Saturdays paid?—In the middle of the day.

5200. So that you believe the general public would be in no way inconvenienced by this Bill, do you?—I believe not; I believe, on the contrary, they are anxious that there should be early closing.

5201. Have the tradesmen ever made any effort in Dublin to get the half-holiday; has that been thought a desirable thing?—We have had a discussion on that matter, but the majority of our members think it would be an inconvenience to the public to have a half-holiday as in England and other places.

5202–3. Are you aware that in this country it is a very common thing?—Yes, I understand so.

5204. And that tradesmen here have not found it is an inconvenience to the general public?—Just so; I am only giving you the idea of the people of Dublin; they think it would be an inconvenience.

5205. Do you think they do not give the half-holiday purely because they are desirous of preventing inconvenience to the general public?—I should not like to say that. Personally, when I saw how it worked in England, I was in favour of half-holidays on Wednesdays or Thursdays, but, having fully considered the matter, I think that the earlier closing every day, and closing earlier on Saturday, would be the better system.

5206. Then you would be in favour, practically, of getting the half-holiday on Saturday, would you not?—No.

5207. What do you mean by early closing on Saturday?—I mean earlier closing than at present.

5208. There have been no public meetings in Dublin, have there, with regard to the matter of early closing?—There may have been; I think there

Mr. *Diamond*—continued.

there were meetings of the Grocers Assistants' Association, which passed resolutions.

5209. Have you endeavoured to get early closing by voluntary effort; have you canvassed?—We have obtained the opinion of all the members, but inasmuch as we have not all the people of Dublin connected with our association, we would not like to adopt anything that we think might prejudice or interfere with our members, inasmuch as other people would remain unfettered.

5210. You have told the Chairman that your association is in favour of the Bill?—Yes, they are, almost unanimously.

5211. And I suppose you can say that the assistants are in favour of it?—That follows.

5212. And you think that the general public will be in no way inconvenienced by it, do you?—No; on the contrary, I know from my customers, and other members of the association have stated that their customers have told them, that they would be glad of an earlier closing than at present, and that they would assist in every way to bring it about.

5213. Do you think you could get the requisite two-thirds majority in Dublin?—I think so. The only difficulty I can see in the way of it is what I have told you already, namely, that the public-houses sell groceries as well as the family grocers.

5214. So that a public-house may be open for the sale of spirits, and in the same shop there may be groceries and provisions?—Yes.

5215. And a grocery and provision merchant next door, whose place would be closed if this Bill were put into force, would feel it a hardship if the public-house next door was able to sell provisions and groceries while his place was closed?—Just so.

5216. And you think, do you, unless something can be done to deal with that aspect of the question, it is not likely that the grocer next door would close at all, or would vote for early closing unless the shops could be dealt with in which spirits were sold as well as groceries?—Yes, that is true; but I know in many places in Dublin, the more wealthy localities would close even if that were so. For instance, I myself close at seven o'clock, or a quarter past seven, while I have two neighbours, one on each side of me, having retail licensed houses, who do not close until 11 o'clock.

5217. And you do not think it any hardship, do you, that they should go on selling their groceries and provisions during the four or five hours after you close; I suppose, as a matter of fact, in the better-class localities, that people who go to shops do not go for groceries and provisions after seven o'clock at night?—They do not.

5218. That is to say, as a general rule, the amount of such trade is very small?—Very small indeed.

Sir *Francis Powell.*

5219. Do all the shops close at the same hour throughout Dublin, or have you different hours in different localities?—We have different hours in different districts. In the poorer districts they close later.

Sir *Francis Powell*—continued.

5220. What are your hours in Dublin for meals?—Generally between one and three. If the assistants are living out, they get from one to two, or two to three for dinner; if, on the contrary, they are living and boarded in the house, then they get half-an-hour or 40 minutes.

5221. They do not get a complete hour, do they?—No, not if they are living in the house, as a rule.

5222. How much time has an assistant living on the premises allowed for a meal?—There is no specified time; he goes upstairs or somewhere in the house for dinner, and when he has done he comes back.

5223. Is there any regulation?—No, except when he is living out, then there is an hour given.

5224. What security is there that any given person has half-an-hour or 40 minutes allowed him for dinner?—There is no security. No time is specified.

5225. Then it comes to this, does it not, that there is considerable uncertainty in the matter?—Yes, he may be half-an-hour, he may 25 minutes, or 35 minutes, the employers are not very strict as to the time. For instance, my young men board in the house and sleep in the house, but I do not specify any time that they are to remain at breakfast, dinner, or tea.

5226. Is there no minimum time?—No.

5227. I presume you do not allow them to stay beyond a certain time?—Well, they do not stop beyond what is a usual time.

5228. What is the custom with regard to breakfast; do they breakfast before the work begins?—They do. Are you speaking of the young men who board in the house?

5229. Yes.—They do not breakfast before the day begins, as a rule. The shop opens at eight o'clock, and about an hour afterwards they breakfast.

5230. After the first arrangements for the day are made?—Yes.

5231. What is the rule about tea?—They have tea about six o'clock.

5232. How much time do they have?—Twenty minutes, or 25 minutes, or half-an-hour.

5233. Then the tea is probably a more liberal meal than we have in England?—No, it is a shorter time in Dublin, I think.

Dr. *Farquharson.*

5234. How many young men do you employ?—Six.

5235. When do they get away in the evening?—My young men get away about half-past seven.

5236. Do you think you can safely trust these young men to amuse themselves properly and not go into dissipation in the street?—Certainly, if I thought they did not, I would not keep them at all, they would not be suitable for me.

5237. The Committee had evidence from another witness that he objected to early closing because he thought young men would only get into mischief, is that your impression?—I think that is an old-fashioned idea. I do not think a young man who is right and proper should be

Dr. *Farquharson*—continued.

punished because it happens that another young man goes wrong.

5238. You think, do you, that young men would really rather prefer to indulge in good amusements now than bad?—It depends on how a young man is brought up, there are so many facilities for improvement after a man leaves off work, such as reading, gymnastics, riding bicycles, and so on.

5239. Are bicycles much used in Dublin?—Yes.

5240. Is there a large working-class population in Dublin?—Yes, but not so large as in Belfast, or a town like that. There are not so many artisans as there are in Belfast.

5241. But I suppose like any other great towns the hours of the working man have been very much reduced?—Yes.

5242. He has shorter hours?—Yes.

5243. And that would make shopping at a reasonable hour much easier, I suppose?—Yes.

5244. Would you go so far as to say that a working man having got shorter hours for himself, would sympathise with the shop assistants in endeavouring to get shorter hours?—My experience is they would be glad if the assistants got shorter hours; they have sympathy for them, there is no doubt.

5245. Do you think if the shops were shut earlier than they are now, that business would regulate itself to meet the altered conditions?—Quite so; I find it so.

5246. Without causing any inconvenience to the working classes?—Without causing any inconvenience whatever.

Mr. *Edwards.*

5247. You have no assistants members of your association, have you?—No, it is not for assistants; they have an association of their own.

5248. Upon what general grounds do you support early closing?—Simply because I think it is good for the young man and good for the employer. I think it is good both for the employer and the employé, without causing any inconvenience to the customers.

5249. That would be so with regard to people who had a settled income which they could rely upon at any particular time; they could shop when they liked; but how about the shops in the poorer districts, you said the shops in the poor districts were open later, did you not?—Yes, they are.

5250. Up to what hour?—They are open up to very indefinite times, indeed; I am sorry to say that a great many small provision shops are open to 12 o'clock.

5251. Why should that be?—It is merely habit, I think, and the next-door neighbour, who is a customer, could go in at 9 o'clock just as easily as 12 o'clock to purchase.

Mr. *Edwards*—continued.

5252. They are not open every night in the week until 12 o'clock, are they?—Yes, in some poor districts.

5253. Then, that disposes, does it not, of the notion that they are open late in order that the workmen may get their pay before they go shopping, because they do not get paid every day in the week, do they?—No, once a week.

5254. It has been contended that you must keep these shops open on a Saturday night until very late, because men are paid on the Saturday and the missus cannot go shopping until the master gives her money?—But they are paid now on Fridays. It has become the practice more every year that they are paid on Fridays, or the middle of the day on Saturdays.

5255. Saturday, in most places, is an off-day, is it not?—Yes.

5256. And they are paid in the middle of the day, are they?—Yes.

5257. Therefore there is no reason, is there, why shops in the poorer districts should not close earlier on a Saturday just the same as on any other day so far as the payment of wages goes?—Quite so.

5258. And it is only the bad habit of the public, which you think this Bill would put an end to?—Yes.

5259. Are there many small shopkeepers in your association?—I think about half of them, not quite half, probably.

5260. Have you taken any means of ascertaining the views of small shopkeepers upon this matter?—Outside our association, do you mean?

5261. Yes.—We have not, but I believe from what I know that they are in favour of earlier closing.

5262. It has been represented to the Committee that it might injure them; do you believe that?—I do not.

Chairman.

5263. You speak, we understand, with the authority of the Family Grocers and Purveyors' Association, but I believe you know generally, to some extent, the feeling of other shopkeepers in Dublin?—Yes.

5264. Can you tell the Committee at all what that feeling is?—We are, as a rule, open later than in any other business in Dublin.

5265. Do you think that the general feeling of the shopkeepers in Dublin would be in favour of this Bill?—Yes, I do.

Mr. *Edwards.*

5266. Do you say that at public-houses they sell groceries?—Yes.

5267. You do not mean that a grocer may have an off-license, do you?—No. They sell groceries in public-houses in Dublin. I believe in many places they do not, and I do not approve of the system, I may say.

Dr. PERCY KIDD, called in; and Examined.

Dr. *Farquharson.*

5268. I BELIEVE you are a physician practising in London?—I am.

5269. How long have you been in practice, may I ask?—About 15 years.

Dr. *Farquharson*—continued.

5270. What are your medical qualifications?—I am a Doctor of Medicine of the University of Oxford, a Fellow of the College of Physicians, and a Member of the College of Surgeons.

5271. You

Dr. *Farquharson*—continued.

5271. You are attached, I believe, to two large London hospitals?—Yes, the London Hospital and the Brompton Hospital for Consumption and Diseases of the Chest.

5272. Do you see out-patients or in-patients?—At the London Hospital I see out-patients and in-patients. At the Brompton Hospital I have now no longer to do with the out-patients; I am physician there.

5273. I suppose you see a very large number of out-patients daily?—Yes, a very large number.

5274. How many do you think you see in the course of a day?—I could not say exactly, because of the system of keeping the records; but I should think I see probably about 3,000 in the course of the year at the London Hospital.

5275. How many have you been in the habit of seeing at the Brompton Hospital?—Not quite so many; on an average 2,000. I saw 24,000 during my period of office as assistant physician there.

5276. Of all sexes and sizes?—Yes.

5277. And drawn, I suppose, from a pretty wide radius?—Yes, particularly so in the case of the Brompton Hospital, because the patients come from towns all round about the neighbourhood of London, and from the lower and middle class in London; but at the London Hospital the class is more uniformly the poorer class.

5278. I suppose you see people of a great variety of occupations?—Yes, a very great variety.

5279. Among those whom you see there, do you see many shop assistants?—At the Brompton Hospital a great many; not so many at the London Hospital.

5280. From your experience, have you formed any conclusion as to the effects, injurious or otherwise, of late hours of shopping on the health of shop assistants?—Yes, I have formed certain conclusions, but they may be divided into comparatively few heads. Shall I state those heads?

5281. Yes, I think it would be convenient if you were to describe generally the effects?—The most common effect I have noticed is general deterioration of health; very general symptoms, which we medically attribute to over action, and debility of the nervous system; that includes a great deal more than what is called nervous disease, such as indigestion, constipation, a general slackness, and a great many other indefinite symptoms.

5282. Are those symptoms more marked in women than in men?—I think they are much more marked in women. I should say one sees a great many more women of this class than men, but I have seen precisely the same symptoms in men, I should not say in the same proportion, because one has not been able to make anything like a statistical inquiry. There are other symptoms, but I mention those as being the most common. Another symptom, especially amongst women, is anæmia, bloodlessness or pallor, that I have no doubt is connected with long hours indoors.

5283. What part of the shop life do you think anæmia is specially due to?—I think largely to the want of sunlight, and also confinement indoors.

5284. Would prolonged standing have an injurious effect upon the female constitution?—I have no doubt it has, but I have not personally had the same experience of that; I have no doubt it causes varicose veins, but I have not seen many cases of that sort.

5285. Would you consider that calculations referring purely to life and death are altogether a satisfactory way of getting the health conditions of a community?—I should think it is a very imperfect one; it does not take account of the impoverished health which is important to the individual; it might not seriously curtail his life, but it makes his life much less pleasant and useful. I think any general loss of health ought to be taken into account.

5286. Then, will you define the various disorders which you think may be caused primarily by long hours in shops. Would you consider that long shopping hours would have the effect of aggravating diseases from which persons already suffered?—No doubt it would in some cases; for instance, long standing to a person who has heart disease would be a serious aggravation of the malady. The same with other diseases, too.

5287. The lungs, perhaps?—Certainly, if disease is present; I do not know that it would cause disease of the lungs, but it would aggravate it.

5288. Are there any classes of shop occupation which you think would be especially bad for people with lung affections?—Yes, certainly; those in which there is any dust would be undoubtedly bad. I think among such shop assistants as one sees there are many affections of the throat, bronchitis, and so on, which are not attributable directly to the dust, but no doubt would be aggravated by the dust; and I think it is due in such cases to the delicacy which is engendered by long confinement in-doors. People who live in-doors are much more liable to these catarrhs, as we call them, than people who lead a moderately out-door life. Dust is an undeniable cause of bronchial and lung diseases.

5289. So far as you know, do you think that the women whom you have seen, whose health has suffered from long hours, have come from big shops or small shops?—I really could not answer that question; I have no facts to enable me to answer that.

5290. Would you think, looking at the matter in the abstract, that the hygienic conditions are more likely to be unfavourable in a small shop than in a large shop?—Decidedly, I should say, as a matter of opinion.

5291. There are a great many small shops, are there not, carried on by a man himself, and his wife, and perhaps a son or daughter, where the hours are longer, and where the air would be bad and probably stuffy?—Certainly, as a matter of observation, I have seen the difference in such shops myself, and on going into them one can tell, from the senses, that things are much better arranged in large shops; but that is a different thing to saying that I have definite proof that the results are worse in one case than the other. I have not specially studied that question.

5292. Let me direct your attention to the expression of opinion given by the medical profession seven years ago on this question. At that time the general sentiment of the medical profession was very strong that the long hours of shopping

Dr. *Farquharson*—continued.

shopping were injurious to health, was it not?—I should think it is still of that opinion.

5293. Would you endorse that opinion, generally, from your own practical experience?—Certainly.

Mr. *Edwards.*

5294. You say that in the Brompton Hospital you have to attend in-patients entirely?—Yes.

5295. And that in the London Hospital you do not see many shop people?—I do not see so many in proportion as at Brompton, they are more of the labouring classes, dock labourers and women of the labouring class; one sees a certain number of shop assistants there, but not such a large proportion.

5296. That is not in any way due then to the nature of the hospital. The Brompton Hospital is a hospital for consumption, is it not?—I think it is partly due to the fact that people think they have diseases of the chest often, when they have not, and I think it is due to the fact that many large firms subscribe to the Brompton Hospital, and when their employés complain of anything, they give them a letter to go to the hospital.

5297. It is rather a serious fact, is it not, as showing what happens, that the lungs go?—I do not think that is proved at all; they very often complain of symptoms which lead them to suppose they have disease of the lungs when they have nothing of the sort.

5298. In seeing these patients, do you find out what their occupation in life is?—That is always stated in writing.

5299. To what do they attribute their break down in health. There are, no doubt, two causes. Do they attribute it to the fact that they follow sedentary occupations, or that they have too long hours?—I do not think they often say much about that. This is, of course, in hospital work. The work is very great, and one has not time to go into cases in that way. The patients are more concerned with their present physical necessities, and they do not go so much into those questions. Unless you ask the question directly, they say nothing about it. I often put the question to them, "Have you very long hours," and I am very frequently told that they have to work 12 hours and more, at a stretch, without any rest.

5300. Which is, of course, very serious, is it not?—Very.

5301. Then, on the whole, do you come to the conclusion that long hours bring patients to the Brompton Hospital?—Yes, I think they do; I say a certain proportion of patients, of course.

5302. Do you often find that it is due to their own personal habits that their break down takes place?—In some cases, not often among the women, I think.

5303. Have you ever had any complaints from women, who come as patients, of their being obliged to stand at their work so long?—Yes, I have heard that complained of in many cases.

5304. On the whole, taking such patients as have come before you, would you consider that the number who came owing to intemperate habits are few?—No, there are very many of that class among the men.

5305. Who have broken down in that way?—Yes.

5306. Then you do not inquire anything more than the fact that it is due to intemperance or due to long hours; as to the cause of the intemperance, you do not inquire, do you?—No, one does not go into those points.

Mr. *Edwards*—continued.

Sir *Blundell Maple.*

5307. I suppose you have a great many shop assistants from the large firms, I think you said, because the large firms subscribe?—That is an inference; I would not like to be too positive about that.

5308. It is a fact that all the large firms of London do subscribe to the hospitals, is it not?—A great many of them do.

5309. And directly their employés are unwell they give them tickets, do they not?—Yes.

5310. Are you prepared to say that shop assistants, male and female, are more unhealthy than people employed in factories. It is necessary for all classes to earn their living; but do you not find them more often break down in factories where they have to sit and work a sewing machine?—I cannot say I have noticed that specially; I have noticed it, of course, where the trade is an injurious one, like the lead trade, which is, perhaps, the most dangerous of all; but I could not answer the question in the affirmative with regard to ordinary factories.

5311. But in shops the doors are being continually opened, and therefore there is always a good deal more ventilation, is there not, while in factories I think you will find they are shut up, and directly there is a little cold air the workers want to have the gas lighted?—I believe that is so.

5312. And that way of acting would be more likely to make them unhealthy than walking about, would it not?—Certainly.

5313. It is disadvantageous for women to stand too much, is it not?—Yes, it is.

5314. But you do not think many break down from that cause, do you?—It is difficult to separate that from the general exhaustion which results from long hours.

5315. Does not the break down which occurs among young people, generally speaking, occur among young people who come from the country to London?—It is very common with them, but not exclusively; we see plenty of Londoners, born and bred, who break down in the same way.

5316. I speak with some little experience myself, but the young people who break down are those who come from the country, where there is fresh air, into the different atmosphere of London; is not that so?—Yes.

5317. There is more change in their way of living, is there not?—That is true.

5318. From your experience in a hospital for consumption, do you not think that consumption is very hereditary?—Undoubtedly. I have not spoken of the effects of consumption. I hesitate to attribute any direct influence in the production of consumption. I purposely did not mention that, because that opens out another question altogether.

5319. I suppose, as a general rule, when shopwomen come to you they are under the age of 20?—No, I should not say that; many of them are; but many of them are over 20.

5320. Do they come to you as married women?—No. There are many of them who come between the ages of 20 and 30.

5321. You

Sir *Blundell Maple*—continued.

5321. You see, now we have legislation to deal with young people's labour up to 18, and the point which is now being considered by the Committee is the point whether further legislation should apply from that age and after. Do you find that they come to you when they are married?—Yes, a certain number; but we do not always know whether they are married or not; it depends on what they say themselves.

5322. Then you would not like to say that you speak with any authority in particular as regards the shop assistants, would you, and that it is a class which has bad health?—It is a class which is very liable to these complaints, as far as my experience goes, especially this general debility, which is more frequent in them than in other classes. I will not say it is confined to shop assistants; it affects factory workers as well.

5323. Have you been long in London?—Yes.

5324. I suppose you have found that shops close earlier now than they used to?—Yes, much earlier.

5325. And that there is, consequently, more recreation going on?—Undoubtedly.

5326. Do you think that a large proportion of the people are more healthy than they were?—I have not sufficient facts to answer that question. I do not see so many men as I do women. I see vastly more women than men, especially women of the class to which we are referring.

Chairman.

5327. When you said that shops were shut much earlier now, were you speaking of the large shops?—Yes.

5328. You did not mean to state that the small shops in the poorer districts of London were shut earlier, did you?—No, I did not; I have no accurate knowledge on the point.

5329. You did not wish to convey that to the Committee, did you?—I did not.

5330. Is it not the fact with late hours that when the gas has been lit for some time and the air is less pure it is particularly injurious to shop assistants?—Yes, I think so; certainly if the ventilation is not very perfect.

5331. You are aware, are you not, that in factories the hours are very much shorter than in shops?—Yes.

5332. It is the long hours of the small shops in the poorer districts which is particularly injurious, is it not?—I should think so.

5333. That is particularly the case in factories where women are employed, is it not?—Yes.

Sir *Blundell Maple.*

5334. There is no legislation in factories with regard to men, is there; men are allowed to work as long as they like?—No.

Chairman.

5335. Still, as a matter of fact, they do not work so long, do they?—I think not.

5336. Is it the fact that 12 hours a day at work, which we have heard is very common, is injurious to women after marriage?—It is, but I was anxious to confine my remarks to what I have seen. That class of case has not come before me.

5337. Do you concur with the opinion expressed by the leading medical men a few years ago that it would have that effect?—I would, certainly.

Chairman—continued.

5338. I should like to direct your attention to the clause in the Bill which relates to chemists, and to ask you whether you think that clause would obviate any inconvenience as regards chemists?—That seems to me a very desirable arrangement.

5339. Do you think it would meet the case?—I think it would.

Sir *Blundell Maple.*

5340. Could you define it; Clause 9 says, "A pharmaceutical chemist and druggist shall not be liable to any fine under this Act for supplying medicines, drugs, or medical appliances after the hour appointed by an order made under this Act for the closing of shops; but this section shall not be deemed to authorise a pharmaceutical chemist or chemist and druggist to keep open shop after the said hour." How would you limit the things that they are to sell; all sorts of things are sold, such as brushes, rubbers, and hot-water bottles?—It would be difficult to define it exactly.

5341. It is urgent if a medical man requires a patient to have at once a bottle of eau-de-cologne, is it not?—Yes; it is very difficult to define it exactly.

5342. A brother-in-law of mine, who is a doctor, told me the other day that he rang up a chemist at two o'clock in the morning for a bottle of eau-de-cologne for a patient. That would be considered a drug, would it not?—Yes, if he thought it necessary. That would have to be left to the doctor.

5343. But who is to certify that the chemist is right in supplying; must it be under a doctor's order, or can any friend of a patient who is very ill go and ask for anything in a druggist's shop?—I do not feel competent to answer that. It seems to me to be a practical detail, but I think it ought to be possible for people to get anything that is urgently required at any time of the day.

5344. And by anybody?—Yes, by anybody. You might not be able to get at the doctor to certify; he might have gone away.

Chairman.

5345. If anything was urgently required of that character I presume it would be because it was ordered by a doctor?—Yes.

Mr. *Corbett.*

5346. As a matter of fact, chemists, after they do close their shops, are at present able to be got at by a night bell, or something of that kind, are they not?—Yes, they are.

5347. So that I suppose your impression would be, if the hour of closing were fixed under this Bill, the chemist would comply with an urgent demand as at present, would he not?—Just so.

5348. No new difficulty in working would arise, would it?—I do not think so.

Dr. *Farquharson.*

5349. The chemist is something like the medical man; he must sacrifice his own convenience a little bit for the convenience of the public, I suppose?—Yes.

5350. If a man is knocked up in the middle of the night to supply a bottle of eau-de-cologne, at all events he is not sitting in his shop, he is in bed

Dr. *Farquharson*—continued.

bed enjoying the pleasures of sleep, and he goes back to bed when he has sold the bottle?—Quite so.

5351. Which is different, is it not, to a man staying up all night to meet the demands of a casual customer?—Yes.

5352. Would this be a fair way of putting it: it is not the actual work of people in shops, but having to be there and standing about and sitting about in bad air; it is the long hours which is the injurious part of it?—Quite so, the prolonged tension.

5353. Not the actual strain upon their minds from working in the shops, but the strain upon their bodies through being there under unfavourable conditions?—Probably both, I should think.

Chairman.

5354. At any rate, speaking as a medical man, would you be satisfied with that clause as it stands?—I must say I should, but I have not had much experience in reading legal documents and drafts.

Mr. *Edwards.*

5355. Have you ever heard your patients say anything as to the time they are allowed for meals?—Only in a few instances. I am afraid I have not any evidence worth mentioning on that point.

5356. You spoke of indigestion just now, did you not?—Yes; and I think it is very likely an insufficient time given for meals, in fact there is no doubt about it, would promote indigestion.

5357. Also I suppose that would be the case too if men or women were obliged to stand to their work after meals?—It would be worse, I think. Still, many of us have to do that. Personally I have to do that myself every day.

Mr. *Edwards*—continued.

5358. To stand?—Yes, to stand directly after lunch, for two hours.

5359. When one goes to a doctor what one is invariably told is, that one ought to get out more into the open air?—Yes.

5360. That sort of advice, no doubt, would be a good thing for shop assistants; that they ought to take air?—Yes.

Chairman.

5361. Has your attention been called to the Registrar General's Returns of Mortality?—Not in a general way; only with regard to special subjects.

5362. One of the witnesses laid before the Committee the returns of the health of shopkeepers of different denominations; do you think we could safely take those as representing the health of shop assistants, or would not the length of hours make a considerable difference in the two cases?—I should think it would be quite impossible to draw any conclusion as to shop assistants from those returns.

5363. Is it not the case very often that with regard to young men, and even more, young women, coming from the country, their health breaks down owing to the length of hours, and that they return home and take to some other occupation, or gradually fade away?—That is, I believe, the case in many instances.

5364. So that they would not appear in the Registrar General's Returns, would they?—No.

Miss MACDONALD, M.B., called in; and Examined.

Dr. *Farquharson.*

5365. YOU are in medical practice in London, I believe?—I am.

5366. Where did you study?—At the School of Medicine for Women, and the Royal Free Hospital.

5367. Are you now attached to the London Hospital?—I am attached to the new Hospital for Women in the Euston-road.

5368. Do you attend to out-patients there, or in-patients?—Out-patients.

5369. Do you see a large number there?—We have an average of 25 new ones the days that I am there. I am there two days each week, and we have an average of 70 or 80 attendances of old patients.

5370. Among those patients do you get many women from shops?—A certain proportion, I could hardly say how many.

5371. From your experience have you been led to any conclusions as to the effect of prolonged hours in shops on the health of women?—I do not think I could say that the prolonged hours struck me more than a good many other of the conditions under which shop women have to work.

5372. What are those other conditions, may I ask?—The standing, insufficient time for meals, and the confinement generaly in rather close atmospheres.

5373. Have any of your patients complained of the long hours they have to work?—No, I do not think one of them has done so.

Dr. *Farquharson*—continued.

5374. But of other conditions of an unfavourable kind?—I do not think they have actually complained of any of the conditions, but on inquiry one has found that the conditions have been irksome to them. I have not found that the long hours have been specially complained of.

5375. Can you say generally whether your patients have come from the larger shops or smaller shops?—Some have come from the larger shops, and some from the smaller shops. I think in the smaller shops the hours are longer; they are kept open much later.

5376. The hours are longer, and I suppose the hygienic conditions are probably less favourable?—Yes, and the wages are less, I think.

5377. The air would not be quite so good, perhaps?—No, the air would not be quite so good, and they are generally in a lower state, to begin with. Their outside circumstances are less favourable for them.

5378. Is there any particular class of female disease which you think is brought about by the unfavourable conditions of shop life?—I do not think the diseases specially particular to women are caused by shop life.

5379. Dr. Kidd told us just now that in his experience at Brompton Hospital, there was a good deal of general deterioration of health among women?—That is exactly what I should say, anæmia, and general nervous debility.

5380. Do

Dr. *Farquharson*—continued.

5380. Do you think that would be due to shop-work, whether to late hours, or to other causes?—It would be common to all exhausting work. I should not say specially, shopwork; I do not think the health of shop assistants is worse than the health of a great many of the women who are employed in other ways.

5381. Is there anything you would like to state to the Committee in a general way as to your experience with regard to this question?—No; I think not, because I feel that unless one had had charge of a large establishment of shop girls, one would not really be in a position to state that anything was entirely connected with the long hours of shop life; one does not seem to get a sufficient number to be able to really generalise from what one sees.

5382. You have not been medical attendant attached to any large shop, have you?—No, I have not; and I think it is only in that way that one would really be fit to give an opinion on the subject.

Chairman.

5383. Are you aware of the hours that are kept in many of the smaller shops in the poorer districts of large cities?—I have one patient in my mind at this moment whose work went on from half-past 8 in the morning to 10 or 11 at night, she had been at this work for about 15 or 16 years, I think, and she was completely broken down by it. I do not think to begin with she could have been a very strong woman, and it might have told upon her more than it might have told upon other women, but the hours, I I think, were too long; and what struck one was that in this small shop where she was the only shopwoman, she had to take her meals just as she could snatch them. She had no regular time, and, I think, she suffered from that quite as much as from the long hours.

5384. The Committee have had a great deal of evidence that in many parts of our large cities, the hours of the shops are from 8 in the morning to 9 at night, and sometimes to 11 and 12 on Saturday?—Yes.

5385. Do you not think that such hours as those in the close atmosphere of a shop must be very prejudicial?—They are extremely prejudicial.

Chairman—continued.

5386. And would not standing so long very much affect women, if they were married, afterwards?—It is not good for women to stand. It is not good for them to stand at all really, I think.

5387. If it is not good for them to stand at all, still less will it be good for them to stand 13 hours a day?—I think it is shocking.

5388. Do you think it is important under those circumstances there should be some effort made by Parliament to shorten those long hours?—Yes; but there are other things to be taken into consideration too, I think.

5389. Has your attention been called to a circular which was issued by Sir Richard Quain, Sir James Paget, and Sir Andrew Clark, and other leading medical men a few years ago?—Yes, I think I remember the circular. On the subject of standing; I think the diseases I have come across could not be put down as due to standing alone; it is the standing in connection with other things. The standing of course would exhaust the women and make them more liable to other illnesses.

5390. But to the whole circumstances together would you attribute the evil?—Yes.

5391. Do you generally agree with that circular?—Yes.

5392. You say there are other circumstances to be taken into consideration; will you tell the Committee what you had in your mind?—I was thinking of the low wages they get.

5393. But that makes the matter worse and not better, does it not?—It does; there is nothing that can make it better.

5394. Then the other circumstances you mean aggravate it, do you?—Yes, that is what I mean.

5395. I thought you rather meant there were circumstances to palliate it?—No; I think it aggravates it.

5396. Then that would strengthen the case for some legislation, would it not?—I think it would.

Dr. W. CHAPMAN GRIGG, called in; and Examined.

Dr. *Farquharson.*

5397. YOU are, I believe, a physician practising in London?—Yes.

5398. Have you directed your attention more especially to the disorders of women?—Yes.

5399. With what hospital have you been connected?—I was out-patient physician for the diseases of women at the Westminster Hospital and senior physician to the Queen Charlotte Lying-in Hospital, and I was connected with the Victoria Hospital for Children.

5400. At those various institutions have you had a large experience of female disorders?—Yes.

5401. Have you directed your attention especially to the subject which this Committee is investigating, the effect of long shop hours upon health?—It has been brought to my notice simply by cases that have come under my care from time to time.

Dr. *Farquharson*—continued.

5402. Would you please tell us in a general way your experience as to the effects of these prolonged hours on health?—It has a very grave effect upon the generative organs of women, entailing a great deal of suffering and also injuring a very large body of them permanently, setting up inflammation in the pelvis in connection with those organs.

5403. What part of the shop-life do you consider those things are mostly due to?—They all tell me that it is the prolonged hours of standing. I have had a great many very sad cases come before me of women who were permanent invalids in consequence.

5404. You would say that the prolonged hours in shops are directly responsible for that class of disorder?—Quite so. It is a condition of things I have not seen in regard to any other class of calling that women follow. These inflammations

Dr. *Farquharson*—continued.

come on in the pelvis in the generative organs to the right and left of the womb. If the matter could be gone into carefully I think the Committee would be perfectly surprised to find what a large number of these women are rendered sterile in consequence of these prolonged hours.

5405. I suppose you would say that there are various causes combining?—Yes.

5406. But you put the prolonged hours as the most important?—I think it is the prolonged hours of standing at the time the menstrual flow is on. Then, of course, there is exposure to draught from the shop doors being always opened.

5407. Can you say whether these women come more commonly from large or from small shops?—I should say from both, but not equally. I have seen them, in some cases, in the best houses, and I have seen cases in small houses. I may say that in small houses they appear to be living in a more friendly and sociable way; they are allowed, for instance, to go into a back room and rest themselves sometimes. It is rather in the larger houses that I have seen my worst cases.

5408. You would say that the combined causes that bring about this deterioration in their health are the standing and prolonged hours and the bad air?—Yes.

5409. Have you anything else you would like to mention to the Committee, besides what I have brought out by my questions?—I think it must be acknowledged that sterility is often due to this inflammatory mischief arising round the generative organs. I believe that that is one of the greatest evils attached to these prolonged hours. I have seen many cases in families where certain members who have pursued the calling of shop-girl assistants have been sterile, whereas other members of the family have borne children. I know of one case where four members of a family who were shop girls were sterile, and two other girls not shop girls in the family have borne children; and I have known other instances in which that has occurred. I do not find that to be the case among milliners' assistants who live in these private milliners' shops and houses. I have never seen such a condition of things there as I have seen in these cases. I have had patients come to me from all parts of London; I could mention houses all round London. It appears to be a most common condition of things.

Chairman.

5410. When these women have children, do you find that the children themselves suffer from the mother having been affected by these very long hours?—I have seen many cases where I have attributed the mischief arising in childbed to this inflammatory mischief in the mother, which, after delivery, has set up fresh mischief, and I have seen serious consequences resulting.

Mr. *Edwards.*

5411. I suppose you have made inquiries from your patients as to what the cause is, and you would always know their way of life?—Yes.

Mr. *Edwards*—continued.

5412. Do they really complain that they are serving long hours?—Yes, they do; they cannot help themselves. I have often recommended them to leave their situation and try a situation where they have a less strain upon them. For instance, I have recommended shop-girls in the West End to try and go into wholesale houses in the City, where the strain is nothing like so great; but it is very difficult to bring that about. I have sent them into the country sometimes, because in some places in the country they have an off-day in the week when the shop is closed. I have often recommended girls, even at a loss of income, to go into the country where they may get an off-day, on their showing a tendency to delicacy; and they have gone with good results.

5413. You think that if the hours were altered there would be less of this deterioration to health which you speak of?—I am sure of it; they all tell the same tale, and say it is the prolonged hours and not being allowed to sit down.

5414. Is that a very common complaint now?—Very common.

5415. But that is a very serious matter in these days, is it not?—Yes. I believe in some of the better houses, the best houses, that has been modified of late.

5416. One sees these girls sitting down in large houses in London nowadays?—Yes; but that is only of recent date.

5417. You think even now that is not at all a common practice?—Not at all; so far as my experience goes that is not a common practice. I do not want to mention names, but I have known houses of repute in London where that is not allowed even now. It is invidious to mention names, but the Committee would be surprised to hear the names of the houses where that is still the case. Only as recently as this morning I saw a case from a very large house.

Chairman.

5418. I wish to ask you one question with regard to chemists. We have put a clause into the Bill authorising the chemists after hours to sell medical drugs and medical appliances as they do now, by means of the night bell; do you think that that would meet any possible inconvenience that might otherwise arise to the public from including chemists in the Bill?—I am sure it would.

Mr. *Cameron Corbett.*

5419. This Bill not only provides for shorter hours, but it provides for the possibility of getting a weekly half-holiday. The weekly half-holiday has generally been advocated on account of the recreation that it would give; but from the answer which you gave just now it would appear that you would consider an off day in the week a very important arrangement as to health?—I do. As I stated just now, I have often recommended girls to go to houses of business in the country where they would get a day off each week. In a very large number of country towns there is one closed day in the week, and that is a very great advantage to these girls.

LIST OF APPENDIX.

PAGE.

APPENDIX, No. 1.

Paper handed in by the Chairman, 29 March 1895 - - - - - - - - - - - - 223

APPENDIX, No. 2.

Paper handed in by the Chairman, 29 March 1895 - - - - - - - - - - - 223

APPENDIX, No. 3.

Paper handed in by Mr. H. Coggan, 9 April 1895 - - - - - - - - - - - 224

APPENDIX, No. 4.

Paper handed in by Mr. H. Coggan, 9 April 1895 - - - - - - - - - - - 226

APPENDIX, No. 5.

Paper handed in by Mr. John Parker, 9 April 1895 - - - - - - - - - - - 227

APPENDIX, No. 6.

Paper handed in by Mr. John Parker, 9 April 1895 - - - - - - - - - - - 229

APPENDIX, No. 7.

Papers handed in by Mr. Hugh Renton, 9 April 1895 - - - - - - - - - - 230

APPENDIX, No. 8.

Paper handed in by Councillor John Jamieson, 9 April 1895 - - - - - - - - - 231

APPENDIX, No. 9.

Papers handed in by the Representative of "The Voluntary" Early Closing Association, 26 April 1895 - 232

APPENDIX, No. 10.

Paper handed in by Mr. John Parker, 26 April 1895 - - - - - - - - - - 233

APPENDIX, No. 11.

Paper handed in by the Chairman, 26 April 1895 - - - - - - - - - - - 233

APPENDIX, No. 12.

Paper handed in by Mr. Wootton, 30 April 1895 - - - - - - - - - - - 234

APPENDIX, No. 13.

Paper handed in by the Chairman, 3 May 1895 - - - - - - - - - - - 234

APPENDIX, No. 14.

Paper handed in by Mr. Henry Cushen, 3 May 1895 - - - - - - - - - - - 235

APPENDIX, No. 15. PAGE

Paper handed in by the Chairman, 7 May 1895 - - - - - - - - - - - - - 236

APPENDIX, No. 16.

Paper handed in by Mr. J. A. Stacey, 3 May 1895 - - - - - - - - - - - - 237

APPENDIX, No. 17.

Paper handed in by the Chairman, 17 May 1895 - - - - - - - - - - - - - 241

APPENDIX, No. 18.

Paper handed in by the Chairman, 17 May 1895 - - - - - - - - - - - - - 241

APPENDIX, No. 19.

Paper handed in by the Chairman, 17 May 1895 - - - - - - - - - - - - - 242

APPENDIX, No. 20.

Paper handed in by the Chairman, 17 May 1895 - - - - - - - - - - - - - 242

APPENDIX, No. 21.

Paper handed in by the Chairman, 21 May 1895 - - - - - - - - - - - - - 242

APPENDIX, No. 22.

Paper handed in by the Chairman, 5 June 1895 - - - - - - - - - - - - - 242

APPENDIX.

APPENDIX, No. 1.

PAPER handed in by the *Chairman*, 29 March 1895.

Resolutions in support of the Bill passed by the following Associations, viz. :—

Burnley and District Union.
Manchester, Second Branch of the Amalgamated Society of Carpenters and Joiners.
Bury Amalgamated Trades Council.
Bacup Trades Council.
Rochdale and District Trades Council.
Oldham Trades Council.
Stalybridge Trades Council.
Burnley United Trades Council.
Hyde and Denton Trades Council.

These Associations also prayed that local authorities might be empowered to close shops all day on Sundays.

APPENDIX, No. 2.

PAPER handed in by the *Chairman*, 29 March 1895.

Resolutions in support of the Bill passed by the following Associations :—

Glasgow Assistant Hairdressers' Union.
Hairdressers' Guild, London.
Bacup Hairdressers' Association.
Scaltesh Master Hairdressers' Union.
Brighton Academy of Hairdressers.
Hull Master Hairdressers' Philanthropic Society.
Hull Master Hairdressers' Association.
Ashton, Stalybridge, Hyde and District Hairdressers' Union.
Manchester, Salford and Suburban Hairdressers' Union.
Dublin Hairdressing Academy.
Glasgow College of Hairdressers.
British Hairdressers' Academy, Manchester.
Bury, Heywood, and Radcliffe Hairdressers' Society.
Middlesex and District Hairdressers' Union.
Rochdale and District Hairdressers' Association.
Oldham and District Hairdressers' Association.
Manchester and District Master Hairdressers' Sick and Friendly Society.
Bolton and District Hairdressers' Society.
Macclesfield Hairdressers' Association.
Northern Counties Hairdressers' Federation.
Journeyman's Hair Trade Society.

These Associations also prayed that the local authority might be authorised to close shops all day on Sunday.

APPENDIX, No. 3.

PAPER handed in by Mr. *H. Coggan*, 9 April 1895.

NATIONAL FEDERATION OF "OFF" LICENCE HOLDERS' ASSOCIATIONS.

President :—Sir Reginald Hanson, Bart., M.P., London.

Chairman.

Mr. John Rees, 65, Clayton-streeet, Newcastle-on-Tyne.

Treasurer.

Mr. H. Brown, 18, Boar-lane, Leeds.

Joint Secretaries.

Mr. H. G. Crews, 74, Cross-street, Manchester.

Mr. David Barker, 22, Marquis-road, Stroud Green, London, N.

Organising Secretaries.

Mr. Arthur J. Giles, 1, Three Falcon Court, Fleet-street, London, E.C.

Mr. J. Parker, 104, Dame Agnes-street, Nottingham.

NAMES and Addresses of Secretaries of Federated Associations.

Ashton-under-Lyne :
Mr. Fieldon Oldfield, Tuner-lane, Ashton-under-Lyne.

Barnsley :
Mr. D. Thompson, Alma-street, Barnsley.

Bedford :
Mr. C. Jelley, 38, Tavistock-street, Bedford.

Birmingham :
Mr. Walter E. Fowkes, 83, Colmore-row, Birmingham.

Blackburn and District :
Mr. G. Knowles, 39, Richmond-terrace, Blackburn.

Bolton :
Mr. J. Mather, 2 and 4, Rebate-street, Bolton.

Bradford :
Mr. T. Mason, 256, Lumb-lane, Manningham, Bradford.

Brighton, Hove, and District :
Mr. T. T. Milner, 29, St. James-street, Brighton.

Bristol and Bath :
Mr. G. Lockley, 31, Park-street, Bristol.

Burnley :
Mr. J. Slater, 209, Colne-road, Burnley.

Burton-on-Trent :
Mr. A. Pricklebank, Stapenhill, Burton-on-Trent.

Cardiff :
Mr. E. Parker, 22, Castle Arcade Chambers, High-street, Cardiff.

Coventry :
Mr. T. Childs, 22, Priory-street, Coventry.

Darlington and District :
Mr. H. Hodgson, 1, Coniscliffe-road, Darlington.

Derby :
Mr. G. Robinson, 43, Sherwood-street, Derby.

Dewsbury :
Mr. J. E. Sheard, 30, Alfred-place, Dewsbury.

Doncaster :
Mr. H. Earnshaw, 84, Cemetery-road, Doncaster.

Exeter :
Mr. T. Parkhouse, 109, Bath-road, Exeter.

Grimsby :
Mr. T. Lammin, 5. Salisbury-terrace, Brighow Gate, Grimsby.

Halifax :
Mr. A. Harper, 58, Commercial-road, Halifax.

Hartlepools and District :
Mr. T. Gardner, Post Office, Milton-street, West Hartlepool.

Hastings and St. Leonards :
Mr. J. W. Donells (Treasurer), c/o T. Beeney & Co., Limited, East Ascent, St. Leonards-on-Sea.

Huddersfield :
Mr. C. North, 1, Market-place, Huddersfield.

Hull.
Mr. A. Ingram, 116, Durham-street, Hull.

Ilkeston :
Mr. N. Buxton, 51, Ash-street, Cotmanhay, Ilkeston (Derbyshire).

Leeds :
Mr. G. Shoesmith, 39, Well Close View, Leeds.

Leicester :
Mr. G. W. Bruce, 64, Outram-street, Leicester.

Lincoln :
Mr. F. Lenthall, 108, High-street, Lincoln.

Liverpool :
Mr. E. A. Gormly, 1 and 3, Hardman-street, Liverpool.

London :
Mr. H. Clifford Gosnell, 73 and 75, Finsbury Pavement, E.C.

Luton :
Mr. A. Grace, Park-square, Luton, Bedfordshire.

Manchester :
Mr. H. G. Crews, 74, Cross-street, Manchester.

Northumberland and Durham :
Mr. J. P. Chubb, 65, Clayton-street, Newcastle-on-Tyne.

North Wales :
Mr. G. H. Dean, 1, Mostyn-street, Llandudno.

Nottingham :
Mr. J. Parker, 104, Dame Agnes-street, Nottingham.

Oldham :
Mr. A. Mills, 204, Shaw-road, Oldham.

NAMES and Addresses of Secretaries of Federated Associations—*continued.*

Portsmouth :
Mr. A. R. Robinson, 206, Lake-road, Landport.

Potteries District :
Mr. F. Collis, 3, Brook-street, Stoke-upon-Trent.

Preston :
Mr. W. Sherrington, 39, Upper Kent-street, Preston.

Reading :
Mr. W. Shepherd (Treasurer), 1, Duke-street, Reading.

Rochdale :
Mr. S. L. Collins, 98, Cheetham-street, Rochdale.

Scarborough :
Mr. G. H. Gill, 79, Newborough-street, Scarborough.

Sheffield :
Mr. G. Sinclair Holmes, 560, Queen's-road, Heeley, Sheffield.

Shields (North and South) :
Mr. W. B. Revel, 26, Mariners Cottages, South Shields.

Shrewsbury :
Mr. C. J. Exley, 15, Castle Gate, Shrewsbury.

Southampton :
Mr. G. Warr, 296, Priory-road, Southampton.

Southport :
Mr. Arthur A. W. Phillips, 19, King-street, Southport.

Stockport :
Mr. W. Hulme, Oxford-street, Heaton Norris, Stockport.

Sunderland and District :
G. C. Heslop, jun., 180, High-street (East), Sunderland.

Wakefield :
Mr. T. Fred. Powell, Central Chambers, Wakefield.

Warrington :
Mr. Wm. W. Eyre, 107, Manchester-road, Warrington.

Wigan :
Mr. J Litherland, 22, Market-street, Wigan.

York :
Mr. W. T. Hey, 4, Low Ouse Gate, York

APPENDIX, No. 4.

PAPER handed in by Mr. *H. Coggan*, 9 April 1895.

NUMBER of CUSTOMERS at Ten "OFF" LICENCE SHOPS of *Sheffield* between the hours of 8 p.m. and 11 p.m. on Friday, 5 April 1895.

	8 to 9 p.m.		9 to 10 p.m.		10 to 11 p.m.		TOTAL.
	Beer.	Provisions.	Beer.	Provisions.	Beer.	Provisions.	8 p.m. to 11 p.m.
1	71	63	81	58	74	71	418
2	54	41	45	41	32	29	242
3	19	28	25	33	33	29	167
4	26	50	26	32	28	36	198
5	30	48	34	54	48	57	271
6	31	49	50	49	38	27	244
7	18	24	40	35	28	26	171
8	27	11	38	21	35	19	151
9	29	57	37	55	22	27	227
10	27	40	51	63	54	62	297
	332	411	427	441	392	383	2,386

The above numbers have been taken from each of the Parliamentary Divisions, two from each Division.

APPENDIX, No. 5.

PAPER handed in by Mr. *John Parker*, 9 April 1895.

RETAIL "OFF" LICENSES, *England* and *Wales*, issued up to 31st March 1894, as per Thirty-seventh Report of the Commissioners of Inland Revenue.

Beer and Cider	12,429
Beer and Wine	1,474
Wine (Retail)	4,525
Sweets	1,873
	20,301
Beer Dealers (Retail)	4,046
Spirit Dealers (Retail)	7,581
TOTAL	31,928

PARTICULARS as to the Cost, &c., of Licenses for the Sale of Wines and Spirits for Consumption "Off" the Premises.

Name of License.	Cost per Annum.	Expiration of License.	Is Magistrate's Certificate required?	Quantity Allowed to be Sold.	Act Granted under
	£. s. d.				
Wine Dealer's	10 10 –	5th July	No	Any quantity	6 Geo. 4, c. 81, s. 2.
Retail Wine	2 10 –	31st March	Yes	Under two gallons, or one dozen reputed quart bottles, but not less than one reputed pint bottle.	23 Vict. c. 27, s. 3, and Inland Revenue Act, 1880.
Spirit Dealer's	10 10 –	5th July	No	Two gallons and upwards.	6 Geo. 4, c. 81, s. 2.
Spirit Dealer's additional or retail. An applicant for Certificate for this License must hold the Spirit Dealer's License, as shown in Clause 3.	3 3 –	5th July	Yes	Under two gallons, but not less than one reputed quart bottle.	24 & 25 Vict. c. 21, s. 2.

PARTICULARS as to the Cost, &c., of Licenses for the Sale of Beer for Consumption "Off" the Premises.

Name of License.	Cost per Annum.	Expiration of License.	Is Magistrate's Certificate required?	Quantity Allowed to be Sold.	Act Granted under
	£. s. d.				
Beer Dealer's - - -	3 6 1¾	5th July -	No - -	Not less than 4½ gallons, nor two dozen reputed quart bottles.	6 Geo. 4, c. 81, s. 2.
Beer Dealer's additional - The applicant for a Certificate must hold the Beer Dealer's License. No residential qualification is required, but the premises must possess a certain annual value, the utmost being 15*l.*, varying with the population. (The grant of Certificate for this License is now optional with Magistrates. *Vide* 43 Vict. c. 6.)	1 5 -	5th July -	Yes - -	Any quantity less than 4½ gallons, or two dozen reputed quart bottles.	26 & 27 Vict. c. 33, s. 1, and Inland Revenue Act, 1880.
Retail Beer License - The applicant for a Certificate for this License must reside on the premises, and has to prove that such premises are of a certain prescribed annual value, varying according to population. (The grant of Certificate for this License is now optional with Magistrates. *Vide* 43 Vict. c. 6.)	1 5 -	10th Oct. -	Yes - -	Under 4½ gallons, or two dozen reputed quart bottles.	1 Will. 4, c. 64, 4 & 5 Will. 4, c. 85, and Inland Revenue Act, 1880.

APPENDIX, No. 6.

PAPER handed in by Mr. *John Parker*, 9 April 1895.

NATIONAL FEDERATION OF "OFF" LICENCE HOLDERS' ASSOCIATIONS.

President :—Sir Reginald Hanson, Bart., M.P., London.

Chairman :

Mr. John Rees, 65, Clayton-street, Newcastle-on-Tyne.

Treasurer :

Mr. H. Brown, 18, Boar-lane, Leeds.

Joint Secretaries.

Mr. H. G. Crews, 74, Cross-street, Manchester.

Mr. David Barker, 22, Marquis-road, Stroud Green, London, N.

Organising Secretaries :

Mr. Arthur J. Giles, 1, Three Falcon Court, Fleet-street, London, E.C.

Mr. J. Parker, 104, Dame Agnes-street, Nottingham.

RESOLUTIONS unanimously adopted at Annual Council Meetings of the Federation, 1892 to 1895, inclusive.

At Leicester, 1st March 1892 :—

"That the chairman sign a petition to Parliament on behalf of the Executive of the Federation, praying that Sir John Lubbock's Shops (Weekly Half-Holiday) Bill may not be passed without such alteration as may exclude "off" licence holders from its operations, and that the various federated associations be recommended to adopt a similar course."

At Nottingham, 22nd February 1893 :—

"That in the event of a Bill being introduced into Parliament to close shops compulsory at certain hours "off" licence holders should be exempted from the operation of such a Bill on the ground that all retailers of liquors should be placed on an equal footing as to the hours of opening and closing their premises."

At Leeds, 7th March 1894 :—

"That this Council do take steps to secure the exemption of "off" licence holders from the operation of Sir John Lubbock's Shops (Early Closing) Bill, or any similar Bill."

At Bradford (Yorks), 20th March 1895 :—

"(1.) That inasmuch as grave injustice would accrue to holders of "off" licences for home consumption if their places of business were compulsorily closed during the hours which holders of licences for consumption on the premises are permitted to remain open, this Council instructs the Executive to take such action as may be advisable to obtain facilities for evidence being tendered to the Select Committee on the Shops (Early Closing) Bill, prepared and brought in the House of Commons by Sir John Lubbock."

"(2.) That Messrs. J. Parker (Nottingham), H. Coggan (Sheffield), Henry Brown (Leeds), and H. G. Crews (Manchester), do ask to be permitted to tender evidence on behalf of this Federation before the Select Committee on Sir John Lubbock's Bill."

"(3.) That this Council would respectfully suggest that the Off Licence Association of Birmingham, Leicester, Oldham, Bradford, Derby, Halifax, Leeds, Hull, Southport, and Blackburn, do request the Select Committee of the House of Commons to receive evidence from those towns in favour of the exemption of "off" licence holders from the Shops (Early Closing) Bill."

I certify the preceding copies of Resolutions to be correctly copied from the Minute Book.

6 April 1895. *H. G. Crews*, Hon. Secretary.

APPENDIX, No. 7.

PAPERS handed in by Mr. *Hugh Renton*, 9 April 1895.

BELFAST AND NORTHERN OF IRELAND GROCERS' ASSOCIATION.

THE following resolution was unanimously adopted at a meeting of the above Association, held on Thursday evening, 28th March, 1895 :—

"That this Association, representing upwards of 400 grocers in the city and vicinity of Belfast, hails with pleasure the fact that a Bill is now before Parliament to regulate the hours of closing retail shops. We hereby agree to give it our cordial support, believing it to be, as far as we can judge, an honest attempt to grapple with and solve this difficult question, which we consider is ripe for legislation ; but we notice on the Schedule that holders of sitting licences are exempted, and desire most emphatically to express our opinion that no measure will be complete or satisfactory that does not include such shops. We, therefore, earnestly request the promoters of the Bill to have all licensed houses included in the measure, as the assistants engaged in that business need the relief the Bill would afford as much, if not more, than any other class. We also request copies of this resolution to be forwarded to the Irish Members of Parliament, the Parliamentary Committee of the Grocers' Federation, and the Trade Press."

Belfast, 3 April 1895.

AT a special meeting of the United Early Closing Alliance, held in the Town Hall, on 1st April 1895, the following resolution was proposed by Rev. James Maconachie, B.A., seconded by Mrs. Donnan, and passed unanimously :—

"That we are convinced that nothing except legislation will accomplish the earlier closing of shops, and that we thoroughly approve of the Bill now introduced by Sir John Lubbock to the House of Commons, so far as it goes, but regret to find that public-houses have not been included in the scope of the Bill, and we earnestly ask the House of Commons to include them."

Margaret Byers,
Jane Lindsay,
Helen V. Ewart,
James Grubb,
} Hon. Secretaries.

BELFAST VINTNERS AND GROCERS ASSISTANTS' ASSOCIATION.

Offices : 30, ANN STREET.

Dear Sir, Belfast, 1 April 1895.

THE Committee and members of this Association are desirous of supporting any measure having for its object the shortening of the hours of labour without injury to employer or employed effected ; and they deem the present Short Hours Bill calculated to have such an effect if passed into law.

Hugh Renton, Esq., Secretary, B.N.I.G. Association,
Garfield Chambers, Belfast.

Yours, &c.
(signed) *J. C. Lavery*, Secretary.

Dear Mr. Renton, Schomberg, Strandtown, Belfast, 3 April 1895.

AT the last meeting of the United Early Closing Alliance it was unanimously decided to ask you if you would be so good as to represent us in the House of Commons, and we shall be much obliged by your doing so.

Yours, &c.
(signed) *Helen V. Ewart.*

Dear Sir, Belfast.

HEARING that you are about to go to London to give evidence before Committee of the House of Commons, I have pleasure in handing you a copy of resolution unanimously passed at a special meeting of Belfast Drapers' Early Closing Association, held on the 3rd instant, when it was also decided that you would be requested to speak favourably of the Bill on behalf of upwards of 900 members of our Society. There are about 1,500 young men and women in drapery shops in Belfast, all of whom would be delighted to learn that the Bill had been entered upon the Statute Book, very many of whom will never get shorter hours except employers are compelled to close by Act of Parliament.

Resolved,—"That we thoroughly approve of Sir John Lubbock's Bill, which we believe to be the only solution of the question of the earlier closing of shops."

Yours, &c.
(signed) *W. Fergusson*, Hon. Secretary.

APPENDIX, No. 8.

PAPER handed in by Councillor *John Jamieson*, 9 April 1895.

NOTES.—EARLY CLOSING LEGISLATION.

ONE of the witnesses examined on Tuesday before the Select Committee on the Shops (Early Closing) Bill stated that "The Drapers' Record" was "dead against" legislation of the kind under consideration. This is not correct. We have not expressed any final opinion one way or the other, holding that the trade, which is the final authority on the subject, has not yet voiced its own view with anything like distinctness. Were it otherwise, there would hardly be much necessity for the Select Committee to seek evidence on the point. We have repeatedly urged the members of the trade to take counsel together, and to then state their conclusions with decision and effect. It is obvious that such a declaration would be received by Parliament with the respect its representative character would deserve. But no collective voice is heard, and the Select Committee have accordingly to trust to individual opinions some of which, as we have shown, are chiefly based upon error. The situation reflects but little credit upon the trade, whose lack of organisation is a standing reproach to its members. Surely the time has now come when the formation of the long-promised central and representative Drapers' Association should be begun in earnest?

SHOP HOURS.

THE Select Committee on the Shop Hours (Early Closing) Bill has this week been taking more evidence, some part of which requires a brief notice from us. A witness examined was Mr Bryce Grant, one of the founders of the Voluntary Early Closing Asssociation, and his testimony was in the main satisfactory. But it was not quite correct when he referred to "The Grocer"; hence this explanatory comment. Sir Blundell Maple asked Mr Grant this question: "Do the trade organs, such as "The Grocer," speak in favour of this legislation?" and the reply was, "No, they are dead against it." Subsequently, Sir John Lubbock asked the same witness: "You have said that the trade journals are opposed to this Bill; are you prepared to say that 'The Grocer' is opposed to it?" "I am not," was Mr. Grant's more judicious reply. Our attitude in regard to this matter has been perfectly consistent. At first we had certain objections to compulsory legislation, which we did not hesitate to express, and we hoped that the results of the voluntary action would be more generally satisfactory. Still, we have always kept an open mind in respect to the question, being anxious to advocate what will be of the greatest benefit to the majority of our readers. In many districts there is no doubt that the voluntary principle has done no good, and the lamentable spectacle is often presented of one or two traders, by their refusal to close at an earlier hour, preventing the adoption of the movement throughout the neighbourhood. In such a case we have seen what the result of the present system is, viz., a failure; we shall not, therefore, object to see what legislation can do, knowing perfectly well that there is plenty of room for improvement. When Mr. Bryce Grant stated that "The Grocer" is "dead against" the Shop Hours Bill, he was drawing rather on his imagination than on his knowledge; indeed, as he subsequently admitted, he knows little or nothing of the matter. Although voluntary early closing is in some places making progress, especially in regard to the weekly half-holiday, we cannot resist the conviction that in many towns the existing state of things leaves much to be desired; and if the needed reform can be accomplished by legislation we shall be amongst the first to welcome the *régime*.

It will be useful to our readers if we give an outline of the principal clauses of the Shop Hours Bill. It provides that two-thirds of the shopkeepers or "any class of shops" within a district may make application in writing to the local authority praying that an order may be made to close such shops on each day or any specified days of the week at whatever hour the shopkeepers may determine, but not to be earlier than one o'clock on any one day, or six o'clock on other days. Thus it may be a weekly half-holiday or an all-round earlier hour. The clause is silent, however, as to the machinery by which this two-thirds petition is to be obtained. The second clause deals with the making and effect of the order, but Sub-section 2, which provides that the order may be either for certain seasons of the year, appears to be too vague to meet the wishes of some who wish for more drastic legislation. Clause 3 provides that amendments of the early closing order may be made in the same way as the original order; also that if at any time more than one-third of the shopkeepers in a district where an order is in force desire to have it revoked, a petition to that effect may lead to the order being discharged. In the minds of some these provisions appear to offer an opportunity for annoyance on the part of compulsory and non-compulsory associations getting up all sorts of rival agitations, thus keeping shopkeepers in a continual state of unrest. On the other hand, the supporters of the clause say that it is inserted to give fair play all round. The fourth clause gives the central authority in each county the power of deciding when a dispute arises in any district as to the classification of shops, and the exercise of that power will, of course, necessitate an inquiry by an official from the central authority in any locality where such a dispute arises, just as now the Local Government Board sends down an inspector to hear evidence from both sides in any dispute on municipal questions.

Clause 5, though brief, has received much attention, and states that: "A shop in which trades of two or more classes are carried on shall be closed for the purpose of all such trades at the hour at which it is by any order made under this Act required to be closed for the purpose of any of them." Or, paraphrased, it means that a grocer who is also a baker and a butcher must, if two-thirds of each of those trades decide to close on three different days, close his shop on each of those three days; or, in cases where several businesses are carried on under one roof, this clause might necessitate a closing on each day of the week. Clause 6 provides that the penalties shall range from 5*s.* to 5*l.*, and the amendments proposed by some witnesses include imprisonment. Clause 7 exempts the employer if the offence can be proved to have been committed by the assistant without his knowledge. Clause 8 provides for summary proceedings for the enforcement of the Bill, just as under the Factory and Workshop Act; Clause 9 allows a chemist or druggist to open his shop for compound prescriptions; and Clause 10 contains a provision allowing a shopkeeper to supply the lodgers on his premises. Of course, it will be necessary to make it clear what is the definition of a lodger; and, so far, the witnesses that have come up have not grappled with this difficulty. Clause 12 is one of definitions, and provides that a "shop" means any place where goods are exposed for sale by retail, even down to a costermonger's barrow; it also states that "closed" means not open for the purpose of serving a customer, and also that customers in the shop at the time of closing may be served. There is, however, no provision that the assistants shall leave off work when the shop is closed. Public-houses, refreshment-rooms where "hot cooked provisions are sold," tobacconists, and newsagents are exempted from the Bill.

APPENDIX, No. 9.

PAPERS handed in by the Representative of "The Voluntary" Early Closing Association, 26 April 1895.

Sir, 30 March 1895.

MAY we ask you, as one of our honorary physicians, to kindly state, as near as you can remember, how many of our members (shop assistants) have been treated by you during the time you have kindly acted in that capacity for this Association, and whether you consider the causes of their visits to you have been occasioned by the time they are employed in shops.

We are anxious to prove that compulsory closing is not necessary so far as the shop assistants' health is concerned, though we deem voluntary earlier closing most desirable.

If you can kindly let us receive your reply by Tuesday morning next we shall be greatly obliged.

Thanking you in anticipation,

I have, &c.
(signed) *F. J. Restall.*

Sir, 129, Dulwich Grove, S.E., 1 April 1895.

IN reply to yours of 30th ultimo I have only seen one or two cases for your Association during the time of my appointment, and as far as I recollect there was nothing to show that the cause of illness was the time they were employed in shops.

I have, &c.
(signed) *H. Nelson Hardy*, F.R.C.S.

The Secretary,
Early Closing Association.

Sir, 23, Finsbury-square, E.C., 30 March 1895.

IN reply to your letter I find that the visits of your members have been too few for me to give a satisfactory answer to your inquiry, otherwise I would gladly have given you the information.

I have, &c.
(signed) *Arthur T. Davies.*

F. J. Restall, Esq., Secretary,
The Voluntary Early Closing Association.

Varden House, St. John's Hill, New Wandsworth, S.W.,
Sir, 30 March 1895.

I HAVE only had two or three shop assistants apply to me for advice, and in none of those cases was their illness caused by overwork or prolonged hours.

I have, &c.
(signed) *J. Quintin Bown.*

2, Eccleston Houses, S.W., 30 March 1895.

DR. COTTON begs to inform the Secretary that hardly any member has applied for medical advice, so that he is unable to form any opinion on the subject.

Sir, 41, Milkwood-road, Herne Hill, 1 April 1895.

IN reply to your letter I beg to say that I have not had a single application for advice; therefore am not in a position to form an opinion.

I have, &c.
(signed) *J. Bringloe.*

F. J. Restall, Esq.

Sir, 45, Sloane-street, S.W., 1 April 1895.

IN reply to your inquiries of 30th March, I am sorry to have to inform you that not one of your members have sought my advice, although I have been in on Thursday evenings as named (except during my autumn holiday). Further I know that not one consulted Dr. Kate Mitchell (Mrs. West) during the time she was on your list. I represented this to her on her proposing to suggest me as her successor, but she said that being a new appointment it would require time before the young women would be likely to apply, and she thought it worth while to accept the appointment. Had any young women consulted me I should certainly have given special attention to the point you mention, and to that of prolonged standing and seats.

The lease of this house having expired, and renewal being refused, I presume it will shortly come down, and on having to change my address I intended to inform you none of your members came to me, so that we might mutually consider whether it was worth while for me to keep my name on your list.

I have, &c.
(signed) *C. Boddy.*

Sir, 76, Leathwaite-road, S.W., 1 April 1895.

I AM afraid I am unable to answer your query. As to my knowledge I have only treated one patient belonging to your Association.

I have, &c.
(signed) *W. F. Flynn*, L.R.C.S., &c.

APPENDIX, No. 10.

PAPER handed in by Mr. *John Parker*, 26 April 1895.

NUMBERS of BEER CUSTOMERS at Five "OFF" Licence Holders' Shops in *Leeds*, between the Hours of 8 p.m. and 11 p.m. at dates given, as furnished by the Shopkeepers themselves to the Honorary Secretary of the "Leeds and District Off Licence Holders' Protection Association."

NUMBERS OF CUSTOMERS.

1895.	8 p.m. to 9 p.m.	9 p.m. to 10 p.m.	10 p.m. to 11 p.m.	Totals, 8 p.m. to 11 p.m.
15 March, Case No. 1	41	62	58	161
17 March, Case No. 2	38	62	44	144
22 March, Case No. 3	55	61	28	144
29 March, Case No. 4	38	51	14	103
1 April, Case No. 5 (same shop)	66	128	97	291
2 April, Case No. 5a (same shop)	81	124	90	298
TOTAL	319	488	334	1,141

N.B.—The above figures represent one shop in each Parliamentary Division of Leeds, and the occupiers are also the owners of the freehold of their shops.

APPENDIX, No. 11.

PAPERS handed in by the *Chairman*, 26 April 1895.

BRADFORD AND DISTRICT TRADES AND LABOUR COUNCIL.

32, GREAT RUSSELL-STREET, BRADFORD.

Dear Sir, 3 April 1895.

AT a meeting held last night of the above body the following Resolution was passed unanimously :—

"That this Council is of opinion that the hours of shop assistants can only be effectively dealt with by the Legislature, and hereby gives its cordial support to Sir John Lubbock's Early Closing Bill, and requests the Members of Parliament for Bradford and district to support the third reading of the Bill by their votes in the House of Commons."

Yours, &c.

Sir J. Lubbock, M.P. (signed) *George Cowgill*, Secretary.

HULL RETAIL GROCERS' ASSOCIATION.

OFFICE :—1, POSTERNGATE, HULL.

Sir, 10 April 1895.

AT a general meeting of the members of the above Association, held last night, I beg to inform you that your Early Closing Bill was discussed, and I was instructed to forward you the following Resolution passed thereon :—

"That we, the members of the Hull Retail Grocers' Association, believing that it is desirable that local authorities should have powers vested in them to enable them to carry out the wishes of a majority of the shop-keeping community with reference to their hours of closing, and seeing that Sir John Lubbock's Bill now before the House, when passed, will give such powers, we hereby give our support to such measure, and move that a copy of this Resolution be sent to Sir John Lubbock, also to the Members of Parliament for the borough, requesting them to give it their support."

I may say that, in accordance with the foregoing Resolution, I have forwarded a copy of same to each of our local Members of Parliament.

Yours, &c.

Sir John Lubbock, M.P. (signed) *S. T. Nicholson*, General Secretary.

APPENDIX, No. 12.

PAPER handed in by *Mr. Wootton*, 30 April 1895.

[Reprinted from "The Chemist and Druggist," 20 April 1895.]

EARLY CLOSING BY LOCAL OPTION.

WHAT a changed world this would be to some hundreds of thousands of our fellow countrymen and countrywomen if Sir John Lubbock's Early Closing Bill, or something like it, could be carried and brought into effective operation! There is absolutely no necessity whatever for the long hours at present occupied in most shops. There is no reasonable reason why the work of distribution, like that of production or manufacture, should not be performed in eight hours out of the twenty-four. We all believe that, somehow or other, this desirable result will come to pass some time in the next century. The only question is whether it cannot be hurried a bit, so that some of the people now living may get a share of the benefit. Some excellent people, who are as keenly desirous of bringing about shorter shop hours as Sir John Lubbock himself, think the proper way to secure their objects is to proceed by example and moral suasion. Mr. Frye and Sir J. B. Maple are the most prominent representatives of this view on the Select Committee now sitting on the subject. It can hardly be denied that their policy is the preferable one, if only it would work. But that seems to be exactly the thing it will not do. Voluntary efforts have been proceeding as long as any of us can remember, and there is, perhaps, no one of us who has not had experience of their breakdown. Among the smaller shops it is doubtful whether the hours of closing are any earlier than they were a generation since. Some observers, indeed, say they are later. Meanwhile office hours, warehouse hours, factory hours have all been reduced considerably, and nobody depending on any of these seems to be any the poorer in consequence.

Legislation in regard to early closing would inevitably be a failure if it should turn out to be far in advance of the wishes of shopkeepers themselves. The coercion of any considerable minority in this direction would be both impossible and improper. Sir John Lubbock's Bill proposes to give power to the local authority to enforce earlier closing among the members of any trade on the demand of two-thirds of the members of that trade in a specified locality. Perhaps two-thirds is not a large enough majority, at all events, to begin with. It is open to doubt whether in a town where there are 15 chemists 10 of these should have power to coerce the other five. But it must be remembered, on the other hand, that at present the five are coercing the ten. Where the line is to be drawn is a delicate question. But we all feel that there should be a limit somewhere to the power of the minority. When the arrangements of 14 chemists in regard to evening closing or a weekly half-holiday are frustrated by the obstinacy of the fifteenth, the time does seem to have come for something a little more persuasive than voluntary effort.

In order to test the feeling of chemists to some extent in regard to this Bill, we are sending this week to the retail chemists in Birmingham, Brighton, and Liverpool a statement summarising the provisions of the measure, together with a postcard, addressed to ourselves, on which we ask the chemists referred to to vote for or against the principle of the measure. Postcards from any other part of the country expressing an opinion about the proposal will be welcome, but the towns named have been selected as typical ones, and the vote from them should give a fair idea of the reception which the Bill would have from one of the trades concerned.

It may be of some interest to add that, at the request of Sir John Lubbock, the editor of this paper will attend before his Committee on Friday next, 26th April, to give in evidence the result of the vote taken some eight years ago on his previous Bill. On that occasion 10,000 voting papers were sent out, and 2,227 were returned. Of these 1,330 chemists voted in favour of the Bill, 734 against it, and 163 declared themselves to be neutral. The Bill then under consideration fixed the hour for closing for the whole country, subject to modifications which, under certain circumstances, might be made by the local authority. The Bill now before Parliament leaves the days and the hours of closing optional, and only permits the enforcement of a chosen hour as regards a particular trade when a local authority shall be satisfied that two-thirds of the members of that trade carrying on business in the locality concerned are in favour of such enforcement.

APPENDIX, No. 13.

PAPER handed in by the *Chairman*, 3 May 1895.

SCOTTISH SHOPKEEPERS AND ASSISTANTS' UNION.

REGISTERED HEAD OFFICE :—49, JAMAICA-STREET, GLASGOW.

Registered pursuant to Act of Parliament.

Hon. President :—The Right Hon. the Earl of Aberdeen.
President :—The Hon. the Lord Provost of Glasgow.

RESOLUTION.

Aberdeen District Centre, Café Buildings,
195, George-street.

"THAT this meeting of the directors of the Scottish Shopkeepers and Assistants' Union resolve to use every means in their power to further the passing of Sir John Lubbock's Early Closing Bill at present before Parliament: and, knowing as they do the necessity for legislation in this direction, they would confidently appeal to all Members of the House of Commons to support the same, and thus secure its passing during the present Session of Parliament."

John Fraser, General Secretary.

APPENDIX, No. 14.

PAPER handed in by Mr. *Henry Cushen*, 3 May 1895.

REPRINTED from the Supplement to the REGISTRAR GENERAL'S REPORT, 1885, for the Three Years 1880, 1881, 1882, page xxv.

Age 25 to 45.

Index No.		Death Rate per Centum.	Death Rate per Centum.
3	Physicians	—	11·57
17	Innkeepers, Publicans, Spirit, Wine, Beer Dealers	—	18·02
18	Inn, Hotel Servants	—	22·63
20	Law Clerk	—	10·77
21	Commercial Clerk, and Insurance service	—	10·48
22	Bookseller, Stationer	8·53	—
23	Chemist, Druggist	10·58	—
24	Tobacconist	11·14	—
25	Grocer	8·00	—
26	Draper and Warehouseman	9·70	—
27	Ironmonger	8·42	—
28	Coal Merchant	6·90	—
29	General Shopkeeper	9·12	—
30	Cheesemonger, Milk, Butterman	9·48	—
31	Greengrocer, Fruiterer	10·04	—
32	Fishmonger, Poulterer	10·53	—
33	Shopkeepers, as represented by the above eleven	—	9·04
15	Commercial Travellers	—	9·04

APPENDIX, No. 15.

PAPER handed in by the *Chairman*, 7 May 1895.

London, 5 March 1888.

Sir,

It may be in your recollection that a Committee of the House of Commons which sat in 1886 reported that in many places the hours of labour in shops are from 80 to 90 per week, and it is well known that in few places are they longer than in many parts of London.

The Early Closing Associations are endeavouring to induce Parliament to pass a Bill which has been introduced by Sir John Lubbock, and have appealed to us for the expression of an opinion that these long hours are grievously injurious to health. The Bill provides that shops, with a few specified exceptions, shall close at eight p.m. on five days of the week, and at ten on the sixth. It also proposes that wherever two-thirds of the shopkeepers desire it, the local authority shall be empowered to enact a weekly half-holiday; and power is also given to diminish Sunday trading. A form of petition which it is intended to present to Parliament will be found below, and if you approve will you please sign and return it?

We are, &c.

(signed) *Andrew Clark.*
J. Matthews Duncan.
John Marshall.
James Paget.
W. S. Playfair.
Wm. O. Priestley.
Richard Quain.
Wm. S. Savory.
Samuel Wilks.

To the Honourable the Commons of the United Kingdom of Great Britain and Ireland in Parliament assembled:

We, the undersigned medical men, having had our attention called to the very late hours to which shops are open, and being satisfied that such prolonged hours of labour are grievously injurious to health, especially in the case of women, pray your Honourable House to enact the Early Closing Bill, introduced by Sir John Lubbock, by which it is sought to diminish Sunday trading, and to provide that all shops (with certain exceptions) may be closed not later than eight p.m. on five days of the week, and not later than ten p.m. on Saturday, or such day (as market day) as may be ordered by the local authority in lieu thereof, as well as on any day preceding a public holiday.

And your Petitioners will ever pray.

Name. Address.

APPENDIX, No 16.

PAPER handed in by Mr. *J. A. Stacey*, 3 May 1895.

VOTES OF TRADES COUNCILS IN SUPPORT OF THE BILL.

Vote of London Trades Council ; proposed by Mr. Marks, seconded by Mr. Sayford, and carried unanimously :—

"That this delegate meeting, representing more than 26,000 adult artisans and mechanics in the metropolitan district, strongly denounces the system and practice of late shopping as being fraught with injurious consequences, both moral and physical, to a vast portion of our overworked industrial population, and therefore, earnestly urges all workers in the constituencies of the United Kingdom to call upon their Parliamentary representatives to support Sir John Lubbock's Early Closing Bill, which, in its operation and result, is calculated to become a blessing to those employed in shops and an advantage to the national welfare."

The Manchester Trades Council passed a resolution similar in substance in support of Sir John Lubbock's Early Closing Bill on 19th August 1893.

The Dublin Trades Council passed a resolution confirming the necessity of supporting the Bill on 11th June 1893.

The Bolton United Trades Council, 77, St. George's-road, Bolton, on the 17th April 1895, unanimously resolved to support the Bill now before Parliament, introduced by Sir John Lubbock, and further re-affirmed the resolution passed on the same subject in 1893.

Hyde and District Trades Council, 46, Croft-street, Hyde. A resolution in favour of Sir John Lubbock's Shops (Early Closing) Bill was passed by the above Council on 5th January 1894.

Further resolutions supporting the Bill have been passed by the Trades Councils of Glasgow, Oldham, Burnley, Denton, Staleybridge, Rochdale, Bacup, Derry, Halifax, Hull, and Liverpool.

The following is a list of some of the meetings held in support of the Shops (Early Closing) Bill, or Sir John Lubbock's previous Bill, which, like the present Bill, had the hearty support of the general body of traders and was reviewed clause by clause, and, with various alterations or additions, unanimously approved at the London, Glasgow, or Nottingham Early Closing Congresses, at which representatives were present from all parts of the country. Meetings in favour of early closing legislation have been held in various parts of the country for many years past, commencing with a Conference of London Traders, held in 1872 and presided over by Mr. Samuel Morley, M.P. The present list, however, only deals with meetings held during the past five years. Most of the meetings were called specially to promote the Bill, but in some instances a resolution in its favour was added to the agenda paper dealing with matters of local early closing interest in connection with the Early Closing Association's ordinary district work of promoting voluntary early closing.

The principal meetings held this year have been :—

12th January 1890.—Birmingham.—Great meeting at the Grand Theatre, Mr. Alderman Barrow in the chair. Enormous audience. Resolution in favour of Bill passed unanimously.

23rd January 1890.—London : Canning Town.—Great public meeting at the Wesleyan Schoolroom, Rev. F. Newland, M.A., in chair. Resolution passed unanimously.

30th January 1890.—London : Deptford.—Public meeting at Amersham Hall, E. Smith, Esq. (Chairman, Greenwich Board of Works), in the chair. Resolution passed unanimously.

17th February 1890.—Edinburgh.—Great meeting in St. Mary's Hall, Councillor Gulland presiding. Resolutions carried unanimously.

20th February 1890.—Edinburgh.—Annual general meeting of Edinburgh and Leith Licensed Grocers' Association. Agreed to petition for Bill. Votes : for, 22 ; against, 18. (The licensed grocers compete with publicans).

March 1890.—Glasgow.—Meeting in favour of sending deputation to Home Secretary. (*See* report of Glasgow Congress approving Bill last year).

9th March 1890.—Manchester.—Great public meeting at Chorlton Town Hall. Resolutions carried with the greatest enthusiasm.

18th March 1890.—London : Clapham Junction and Battersea.—Crowded public meeting at Crichton Hall. Resolution in favour of Bill passed enthusiastically, with one dissentient. Petition signed by chairman, T. L. Corbett, Esq., L.C.C.

24th March 1890.—Middlesborough.—Resolution carried unanimously at the annual meeting of the Middlesborough Amalgamated Early Closing Association :—"That this meeting accords its most hearty thanks to Sir John Lubbock for the efforts he is making on behalf of shop assistants in general, and trusts he will receive the cordial support of all parties to secure a speedy passage of such needful and beneficial measures."

9th April 1890.—Bristol.—Great public meeting, Rev. E. Gange presiding. Resolutions carried unanimously.

14th April 1890.—Liverpool.—Meeting of Master Bakers' Association. Resolution carried unanimously. Many great public meetings held during the year, at which resolutions have also been carried with enthusiasm.

30th April 1890.—London.—Great public meeting at Balham, Stafford C. Northcote, Esq., presiding. Resolution in favour of the Bill carried unanimously.

4th May 1890.—Halifax.—Meeting of the Drapers and Hosiers' Association, Archdeacon Brooke presiding. Resolutions carried unanimously.

29th May 1890.—London.—Great crowded meeting at Town Hall, Stratford, Mr. J. A. Stacey presiding. Resolutions carried unanimously.

3rd June 1890.—London.—Great crowded meeting at Brixton Hall, R. Stapley, Esq. presiding. Resolutions in favour of Bill carried unanimously.

11th June 1890.—Croydon.—Annual meeting, Croydon Early Closing Association. Resolutions carried.

24th June 1890.—London.—Public meeting at Holloway Hall, Mr. James May (Spencer Brothers) presiding. Resolutions carried unanimously.

27th June 1890.—London, Mansion House, the Lord Mayor presiding. A resolution in favour of the Bill unanimously carried.

1st July 1890.—London.—A crowded public meeting at Public Hall, Peckham, Edwin Jones, Esq., L.C.C., presiding. Resolutions carried unanimously.

8th July 1890.—London.—Meeting of London County Council. Resolution carried to petition in favour of the Bill.

10th July 1890.—Sunderland.—Great public meeting, Mr. J. A. Stacey presiding. Resolutions carried unanimously.

5th August 1890.—Malton, Yorks.—Great public meeting. Resolutions carried unanimously.

8th October 1890.—Hull.—Great public meeting, Councillor Hall presiding. Resolutions carried with the utmost enthusiasm.

15th October 1890.—Aberdeen.—Great public meeting under presidency of the Lord Provost. Resolutions carried.

15th October 1890.—Eastbourne.—Great public meeting under presidency of the Mayor. Resolutions carried unanimously.

25th November 1890.—London.—Great crowded meeting (beyond capacity of hall to seat) at Camden Town, Young Men's Christian Association Hall, Colonel Edis, L.C.C., presiding. Resolutions carried unanimously.

4th December 1890.—London.—Hawkstone Hall, Lambeth, C. Darling, Esq., M.P., presiding. Resolution in favour of Bill carried in spite of adverse speech of Chairman.

Many other meetings of less importance, frequently those of Early Closing Committees, both of employers and assistants in all parts of the country, have supported the Bill by petitions and resolutions.

22nd April 1891.—Wesleyan Chapel, Upper Holloway. Chairman, Rev. T. W. Johnson.

28th April 1891.—Mount Zion Schoolroom, Dorset-square. Chairman, Martin Morris, Esq.

5th May 1891.—Balham Baths. Chairman, Stafford Northcote, Esq.

13th May 1891.—Town Hall, Bromley. Chairman, Gainsford Bruce, Esq., Q.C., M.P.

25th May 1891.—All Saints', St. John's Wood. Chairman, Rev. J. Richardon-Eyre.

26th May 1891.—St. George's Hall, Wimbledon. Chairman, J. A. Stacey.

2nd June 1891.—Y.M.C.A., Camden Town. Chairman, W. Cater, Esq.

Sunday, 14th June 1891.—St. James's Hall. Chairman, Rev. Hugh Price Hughes.

22nd June 1891.—St. Mark's Vestry Hall, Battersea. Chairman, Rev. A. W. Jephson.

30th June 1891.—Congregational Church, Kingsland. Chairman, Rev. Fleming Williams.

2nd July 1891.—Burdett-Coutts Lecture Hall, Vincent-square. Chairman, J. A. Rentoul, Esq., M.P.

21st July 1891.—Town Hall, Chelsea. Chairman, Rev. Lawson Foster.

28th July 1891.—Town Hall, Brighton. Chairman, C. J. Heald, Esq.

6th August 1891.—Vestry Hall, Paddington. Chairman, E. S. Woolf, Esq.

27th August 1891.—Stafford Rooms, Edgware-road. Chairman, J. A. Stacey.

24th September 1891.—Morley Hall, Bow. Chairman, J. Branch, Esq., L.C.C.

30th September 1891.—Modbury Hall, Kentish Town. Chairman, W. Cater, Esq.

21st January 1892.—Y.M.C.A., Camden Town. Chairman, H. W. Lawson, M.P.

21st January 1892.—Holborn Town Hall. Chairman, Gainsford Bruce, Esq., Q.C., M.P.

5th December 1892.—Central Hall, Acton. Chairman, Rev. T. M. Harley.

2nd December 1892.—Davenport Schools, Whitechapel-road. Chairman, Lord Monkswell.

9th February 1892.—Burdett-Coutts Lecture Hall. Chairman, W. Burdett-Coutts, M.P.

29th November 1892.—Pimlico Rooms. Chairman, R. C. Antrobus, Esq., L.C.C.

18th February 1892.—Congregational Hall, Shepherd's Bush. Chairman, A. Cameron Corbett, M.P.

15th November 1892.—Bishop Wilson Memorial Hall, Islington. Chairman, T. Lough, Esq., M.P.

7th November 1892.—Montpelier-street. Chairman, Rev. J. Covington.

7th December 1892.—(Speakers, the Right Honourable Joseph Chamberlain and others).—Portsmouth Town Hall. Chairman, the Mayor.

14th September 1892.—(Speakers, the Right Honourable Joseph Chamberlain and others).—Birmingham Town Hall. Chairman, the Mayor.

1st November 1892.—Assembly Rooms, Putney. Chairman, H. Kimber, Esq., M.P.

20th October 1892.—College Hall, Richmond. Chairman the Mayor.

11th October 1892.—Town Hall, Hackney. Chairman, Sir A. R. Scoble, M.P.

11th May 1892.—Mansfield Hall, Canning Town. Chairman, Rev. W. Reason, M.A.

1st June 1892.—Central Schools, Marylebone. Chairman, Canon Barker.

15th June 1892.—Wesleyan School, Munster Park, Fulham. Chairman, Rev. C. Caine.

14th June 1892.—Working Men's Club, Walthamstow.

3rd August 1892.—Young Men's Christian Association, Hackney.

18th January 1893.—Granville-road, Stroud Green. Chairman, Rev. R. Linklater.

14th January 1893.—St. John's, Walham Green.

1st February 1893.—Vestry Hall, Chiswick. Chairman, Rev. Manby.

15th February 1893.—Young Men's Christian Association, Stratford. Chairman, A. Grove, Esq., M.P.

21st February 1893.—Finsbury Park Hall. Chairman, G. C. T. Bartley, M.P.

28th February 1893.—Devonshire-square, Stoke Newington. Chairman, W. R. Bousfield, Esq., Q.C., M.P.

27th February 1893.—Grand Hall, Clapham Junction. Chairman, Lord Monkswell.

7th March 1893.—Town Hall, Balham. Chairman, J. A. Stacey, Esq.

12th April 1893.—Lecture Hall, Enfield. Chairman, J. A. Stacey, Esq.

1st May 1893.—Congregational Church, Kingsland. Chairman, Lord Monkswell.

9th May 1893.—Clapham Hall. Chairman, P. Thornton, Esq., M.P.

6th June 1893.—Public Hall, Croydon. Chairman, the Mayor.

22nd June 1893.—Stormont Hall, Lavender Hill. Chairman, Rev. H. Arnold.

28th June 1893.—Town Hall, Tunbridge Wells. Chairman, Councillor Finch.

30th June 1893.—Town Hall, Bedford. Chairman, the Mayor.

20th September 1893.—Lecture Hall, Forest Gate. Chairman, Rev. R. Nobbs.

17th September 1893.—St. John's, Upper Holloway. Chairman, Rev. A. Seaver.

3rd October 1893.—Newport Chapel, Stroud Green. Chairman, Rev. R. Linklater.

11th October 1893.—Young Men's Christian Association, Stratford. Chairman, Rev. Canon Stevens.

19th and 20th October 1893.—Nottingham Congress. Chairmen, the Mayor and A. Malcolm, Esq.

1st November 1893.—Meeting Hall, Stepney. Chairman, W. C. Steadman, L.C.C.

17th November 1893.—Town Hall, Stratford. Chairman, J. Keir-Hardie, M.P.

9th January 1894.—Forest Gate. Archibald Grove, Esq., M.P., presided.

10th January 1894.—Commercial-road. J. W. Benn, Esq., M.P., presided.

16th January 1894.—Mile End Vestry Hall. Rev. Canon Barker presided.

17th January 1894.—Richmond. The Mayor presided.

24th January 1894.—St. George's Hall, Liverpool. The Mayor presided.

31st January 1894.—Vestry Hall, Bow. Lord Monkswell presided.

21st February 1894.—Brixton Hall. Archdeacon Sinclair presided.

27th February, 1894.—Pimlico. Rev. C. O. Becker, M.A., presided.

8th March 1894.—Music Saloon, Wakefield. Bishop of Wakefield presided.

4th April 1894.—Town Hall, Chester. The Bishop presided.

10th April 1894.—Hackney Town Hall. Churchwarden Lee presided.

19th April 1894.—Tonbridge. Rev. G. Smith presided.

19th April 1894.—Teddington. Mr. Deayton presided.

24th April 1894.—Stafford. The Mayor presided.

18th June 1894.—Willesden. Rev. J. A. Rawlins, M.A., presided.

13th June 1894.—Young Men's Christian Association Rooms, Brixton. A. Larking, Esq., presided.

19th June 1894.—Town Hall, Balham. Dr. Ridley Hilder presided.

19th June 1894.—East Molesey. Mr. Herbert Andrews presided.

3rd July 1894.—Devonport. The Rev. W. Mantle presided.

9th August 1894.—New Malden. Rev. W. A. Challacombe, M.A., presided.

24th August 1894.—Surbiton. A. Larking, Esq., presided.

9th October 1894.—New Malden. Rev. G. Manington presided.

11th October 1894.—Young Men's Christian Association Rooms, Kingston. A. Larking, Esq., presided.

A large number of great and influential petitions have been sent up: one of these was signed by the Archbishop of Canterbury, the Bishop of London, many other Bishops, and over five hundred London clergymen and Nonconformist ministers; by His Eminence Cardinal Manning, and many of the Roman Catholic clergy, and by five hundred matrons and nurses of London hospitals. Another was signed by the President of the College of Physicians, the President of the College of Surgeons, the President of the British Medical Association, and more than three hundred medical men practising in London, who, being satisfied that the prolonged hours of labour were grievously injurious to health, especially in the case of women, prayed the House to enact the Early Closing Bill. Another and very significant set of petitions was sent in from the working men's clubs and trade unions, representing 144,653 persons. These petitions came from some of the principal organisations, including the Amalgamated Society of Engineers, the London Society of Compositors, the Working Men's College, the National Union of Gasworkers and General Labourers of Great Britain and Ireland. In addition, the Trade Councils of several important towns have passed resolutions in its favour.

APPENDIX, No. 17.

PAPER handed in by the *Chairman*, 17 May 1895.

Council Chambers, Corn-street, Newport, Monmouth,
Sir, 11 May 1895.

At a general meeting of members of the Newport, Monmouth, Grocers' Association held a day or two back, it was resolved to support the Early Closing Bill as originally introduced by Sir John Lubbock, and which, I believe, is now receiving the attention of the House; but the members disagree with the Amendment intended to be moved, which has for its object the limiting of the time which masters can ask their assistants to work after the closing of the shop.

I was instructed to bring the foregoing resolution to your notice.

I am, &c.
Sir John Lubbock, M.P., (signed) *J. R. Algie*, Secretary,
House of Parliament, London. Newport, Monmouth, Grocers' Association.

APPENDIX, No. 18.

PAPER handed in by the *Chairman*, 17 May 1895.

Coventry and District Trades and Labour Council.—Established 1890.

Sir, 36, Weston-street, 9 May 1895.

I have the honour to inform you that this Council, after careful consideration, emphatically support the proposals contained in the Shops (Early Closing) Bill for the better control of those places of business scheduled.

But, having regard to the grievously long hours worked in nearly all shops by the assistants, both male and female, this Council would urge that the provisions contained in your Bill be made applicable to all places of business, of whatsoever kinds. Wishing your kindly efforts to ameliorate the lot of a hard-worked, under-paid, and generally deserving class of the community every possible success,

I have, &c.
The Right Hon. Sir John Lubbock, Bart. (signed) *R. Peacock*, Secretary.

APPENDIX, No. 19.

PAPER handed in by the *Chairman*, 17 May 1895.

SOUTHPORT and District Grocers and Provision Dealers' Association.

16 May 1895.

1st. THIS meeting hails with satisfaction the efforts put forth by Sir John Lubbock to secure a shortening of the hours of labour in shops, and trusts that he may be successful in placing upon the Statute Book a measure empowering local authorities to enforce earlier closing where a majority of traders desire it.

2nd. This meeting is of opinion that the suggested poll ought to include all traders not mentioned in Schedule in order to avoid the complexity and confusion which would inevitably arise if the separate trades are to be classified, and separate polls taken. During the discussion on the resolutions an opinion was expressed that the local authorities ought to be empowered also to ascertain the wishes of the traders. So far as we can perceive, the Bill provides no machinery for this purpose; it is left to individuals or associations. With best wishes for the success of the measure.

APPENDIX, No. 20.

PAPER handed in by the *Chairman*, 17 May 1895.

EXCERPT from Minute of Meeting of Executive Committee of the Glasgow Branch of the Newsagents and Booksellers' Union, held on Thursday 4th April 1895.

GEORGE DOTT, Esq., President, in the Chair.

THE Chairman moved, "That this meeting of the Executive of the Glasgow Branch of the Newsagents and Booksellers' Union resolve, on behalf of the Union, to support the Shops (Early Closing) Bill introduced by Sir John Lubbock."

The motion was seconded by Mr. R. F. Seller, and unanimously carried, and the secretary was instructed to write Sir John Lubbock informing him of the above resolution, and tendering the thanks of the Union for his endeavours to ameliorate the condition of shopkeepers.

George Dott, Chairman.
Peter Allan, Secretary.

APPENDIX, No. 21.

PAPER handed in by the *Chairman*, 21 May 1895.

Resolved, This meeting of the London Trades Council declares itself in favour of a reduction of the hours of labour of shop assistants, believes that the Shops (Early Closing) Bill now before Parliament would not inconvenience the purchasing public, but would be of great benefit to the assistants if carried with the amendments of the Shop Assistants' Unions incorporated in it.

APPENDIX, No. 22.

PAPER handed in by the *Chairman*, 5 June 1895.

RESOLUTION of the Aberdeen and North of Scotland Society of Chemists and Druggists.

A. Strachan, Secretary

"That this Society, having experienced the futility of voluntary effort in regard to the early closing of shops resolves to support Sir John Lubbock's Shops (Early Closing) Bill."

I N D E X.

[*N.B.*—In this Index the Figures following the Names of the Witnesses, and those in the Analysis of Evidence of each Witness, refer to the Questions in the Evidence; those following *App.* refer to the Pages in the Appendix; and the Numerals following *Rep.* to the Pages in the Report and Proceedings of the Committee.]

A

AMENDMENTS TO BILL. Enumeration of proposed amendments, showing whether rejected or adopted, *Rep.* vii—xi.

Area or District (*Application of Bill*). See *District, &c.*

B.

Beaumont, John Griffin. (Analysis of his Evidence.)—Witness, who is in the drapery business at Birmingham, is honorary secretary of the Birmingham Early Closing Association, 2768. 2813. 2904-2907.

Evidence showing the great number of hours for which the shops of Birmingham and its suburbs are open, 2769. 2781–2783. 2788, 2789. 2817, 2818. 2832–2834——Reasons for believing that voluntary action is practically useless, 2770-2774. 2822——Explanation that the association represented by witness is in favour of the Bill, 2775–2777——Personal opinion that the consent of two-thirds of the traders should be necessary to revoke the Bill, 2777. 2908.

Reference to a large meeting held at Birmingham in 1892 which decided unanimously in favour of legislation, 2778. 2882. 2886–2893——Information showing that all classes of shopkeepers in the town are desirous of obtaining legislation; details of a canvass in proof of this statement, 2779, 2780. 2786, 2787. 2793-2795. 2807–2811. 2825, 2826. 2844–2849. 2859–2864——Evidence as to the failure of the half-holiday movement in Birmingham, 2784. 2792. 2828–2831.

Examination respecting the reason for the late closing of suburban shops, this being mainly owing to the thoughtlessness of the public, 2790, 2791. 2824. 2835–2841——Opinion that shorter hours would not inconvenience the public, 2796, 2797. 2800. 2894–2898——Particulars respecting the constitution of the association, both employers and assistants being members, 2798, 2799. 2823. 2852–2858. 2882–2885.

Question considered as to the division of towns into districts; desirability of including all Birmingham in one area, 2801–2806. 2917–2935. 2942——Belief that legislation would not injure the small shopkeepers, 2807. 2812. 2842, 2843. 2850. 2943–2946——Approval of legislation by the Grocers' Association, 2814–2816. 2948, 2949.

Statement respecting the traders holding off-licenses, witness considering that they should be exempt from the Act as regards their trade in beer, 2819–2821——Evidence showing that prolonged hours are injurious to the health of the employés, 2827. 2899-2903——Undesirability of extending the Shop Hours Regulation Act, 2865–2874. 2950–2952.

Improbability of the penalty of imprisonment ever being inflicted, 2878–2881. 2939, 2940——Consideration of the clause relating to the classification of trades; belief that it would not present any great difficulty, 2909–2916——Statement that a petition in favour of the Bill will be presented to Parliament from Birmingham, 2947.

BELFAST:

Representation by witness of the Belfast and North of Ireland Grocers' Association, which numbers more than 400 members, all of whom are employers, *Renton* 3420. 3424–3427. 3432–3441. 3457–3459——Representation also of several other associations, all of whom have passed resolutions in favour of Sir John Lubbock's Bill, *ib.* 3421–3423. 3457–3459.

Report, 1895—*continued.*

SOLDIERS AND SAILORS' FAMILIES ASSOCIATION—continued.

Details respecting the administration generally and the extent and character of the temporary assistance given to the families of soldiers and sailors, *Gildea* 1950–1951. 1974–1982. 2048 *et seq.*——Statement as to the Association not having a branch at Portsmouth; less assistance received generally from naval than from military authorities, partly through the wives and families of sailors being in a better position than those of soldiers, *ib.* 2048–2068.

Grounds for justifying some accumulation of income in the case of the Association; prospect of increased cost of administration if the next treasurer should require remuneration, *Gildea* 2123–2129.

Paper explanatory of the objects of the Association, which was founded in 1885; *App.* 200.

Surplus Income (Accumulation of Funds). See *Administration of Funds. Liability and Assets. Rodriguez Fund. Soldiers' Effects Fund. Zervudachi Fund.*

T.

Taylor, William. (Analysis of his Evidence.)—Witness, who is Assistant Comptroller in the National Debt Office, was appointed by the Treasury to audit the accounts of the Patriotic Commission from 1888 to 1892 inclusive, 675–686.

Statement that a system of continuous audit was followed by witness, 687–696——Belief that the accounts of the Patriotic Fund are efficiently kept, 697, 698. 704–707——Experience that the system adopted in connection with the payments to widows and orphans is thoroughly efficient, 699–703——Explanation of the cause which led to the variation in the signing of the last report made by witness, 708–710.

"*Thunderer*" *Fund.* Explanation that the "Thunderer" Fund was administered as part of the Royal Naval Relief Fund, *Young* 198–202.

"*Thurlow*" *Fund.* Examination as to the uses made of the "Thurlow" Fund by the Patriotic Fund Commissioners, *Young* 114–120——Very few cases for which the "Thurlow" Fund is considered to be applicable, it being applied only to girls whose health has unfitted them for domestic service; balance of 500*l.* in respect of this fund in 1884, the present being 591*l.*, *ib.* 912–916.

Tiltman, Mary. Examination upon a letter written by the Commissioners to Mrs. Mary Tiltman on 13th January 1894, in which she is informed that she will receive an allowance of 5*s.* per week in respect of her son, lost in the "Victoria," but that as she has already received a gratuity from the Admiralty, the allowance will not commence till 1st July 1895; *Young* 1148–1156. 1188, 1189.

Tripp, George H. (Analysis of his Evidence.)—Witness, who is clerk in charge of accounts in the Home Office, has, by Treasury appointment, audited the accounts of the Patriotic Fund for the last three years, 711–718. 724–726.

Testimony to the accuracy of the accounts, 719, 720——Evidence showing that a similar system is adopted for the payment of widows and orphans to that in use at the Admiralty and War Office, 721–723——Explanation of the duties of witness in reference to the investments, and their being in accordance with the trusts, 728–732——Information respecting a transfer of investment in the case of the "Captain" and "Eurydice" Funds, 734–740.

Trust Deeds. Conditions laid down in the trust deeds of the funds by the committee that raised each fund, the Commissioners being guided thereby as regards surpluses, &c., *Young* 1428–1431.

Copies of the various trust deeds relating to the different funds, *App.* 153 *et seq.*

Tully, Lieutenant Colonel Thomas. (Analysis of his Evidence.)—Is Secretary of the Royal Military Tournament; is also Honorary Secretary of the Imperial War Fund, 2428–2430.

Information in regard to the two funds subscribed for the first Egyptian War, and the Eastern Soudan War, and combined in "The Imperial War Fund;" explanation that the nucleus of the fund originated as the result of a military tournament, 2431–2441. 2451, 2452——Evidence showing the principles of the application of the fund; intention of the fund to afford immediate relief, 2442, 2443. 2472–2479. 2496, 2497. 2510–2514——Statement that the capital at present is 5,412*l.*, out of which 56*l.* only was paid in relief last year; practice to allow the capital to accumulate in view of another war, 2444–2448. 2481. 2557–2561.

Explanations

Report, 1895—*continued.*

Tully, Lieutenant Colonel Thomas. (Analysis of his Evidence)—*continued.*

Explanations with reference to the Soldiers' Effects Fund, which has practically caused a disappearance of claims on the Imperial War Fund, 2448–2450. 2457. 2478–2482. 2545–2556——Document handed in showing the amount distributed from the formation of the fund to 1893; 2453–2456——Question as to whether it would not be worth while to hand over the fund to the Patriotic Fund Commissioners; reasons for objecting to such transfer, 2458–2471. 2515–2518. 2522–2539. 2562–2564.

Attention called to the Soldiers' and Sailors' Families Association, and to the danger of overlapping; document prepared by witness ten years ago, respecting various funds, handed in, 2483–2495——Particulars as to the method adopted in arriving at a knowledge of cases requiring relief, 2498, 2499. 2515–2521——Details respecting the trust deed, 2500–2509. 2540–2544——Admission that amalgamation of funds would be beneficial, provided there was good administration, 2565–2570.

V.

Valuation of Funds. See *Liabilities and Assets.*

"*Victoria*" *Fund:*

Information as to the various sums subscribed and expended at the Mansion House, Portsmouth, Devonport, and Chatham, on account of the loss of the "Victoria," *Young* 377–395. 406–409——Explanation of the means taken to ascertain the families who were in need of assistance; uncontrollable causes prevented the Patriotic Fund Commissioners giving prompt relief, but the Admiralty authorities met the immediate necessities of the sufferers, *ib.* 396–405.

Enumeration of the scale of allowances agreed upon for the "Victoria" Fund; evidence showing that, owing to the largeness of the money allowances for children, one girl only has applied for admission to the Patriotic Asylum, *Young* 410–420——Detailed information to the effect that the variation in the allowances to widows of common sailors under the "Victoria" funds is due to the allowance being governed by the actual income of the man, which varied according to the extra pay earned, *ib.* 428–448.

Explanation with reference to a valuation made by witness of the assets and liabilities of the "Victoria" Relief Fund, *Finlaison* 532, 533. 549–553.

Explanatory statement as to the conditions and principles upon which the "Victoria" Relief Fund has been administered; recognition of the principle, as adopted by the Mansion House Committee, that the distribution should be graded according to rank and wages, *Young* 1117–1135. 1191–1196——Obligation upon the Commissioners under the Act of 1881 as to the mode of application of surpluses, so that they were debarred from handing over to the Admiralty any surplus from the fund, as proposed by Lord Spencer, *ib.* 1136–1138.

Positive denial that there was any undue delay on the part of the Commissioners in administering the "Victoria" Fund; explanations hereon in connection with the relief distributed by a committee at Portsmouth acting in conjunction with Miss Weston, *Young* 1140–1147——Explanation as to the allowances from the fund having been made at an earlier date than was at first intended, *ib.* 1155, 1156——Absence of any unnecessary delay on the part of the Commissioners in presenting their provisional scheme for the fund, *ib.* 1357–1359.

Information as to the "Victoria" fund having been distributed without any loss of time, *Lambert* 1765–1775——Opinion as regards the "Victoria" fund that every penny of it should be distributed among the relatives of those lost in the vessel, this being the intention of the donors, *Gildea* 2112–2119.

Trust deed, dated 30th March 1894, respecting the management and administration of the "Victoria" fund, *App.* 174. 175.

W.

War Office:

Witness (who is Assistant Accountant General in the Army) has had before him numerous applications to the War Office from soldiers' widows and others for relief, there being, however, no fund at the War Office available for the purpose, *Carc-Browne-Cave* 1267–1271. 1273——Very rare instances of reference of cases to the Patriotic Fund Commissioners; that is, where there is any probability of their being able to grant relief, *ib.* 1272–1284.

Report, 1895—*continued.*

BELFAST—continued.

Very long hours in the grocery trade in Belfast, especially in the outskirts of the city on Saturdays, when many shops are open till twelve and some still later; shorter hours in the centre of the city and in the large establishments, *Renton* 3428, 3429. 3461, 3462. 3479. 3489-3515. 3526–3529——Entire absence of any half-holiday in any of the trades in Belfast, *ib.* 3430. 3460. 3516–3522——Repeated failure of voluntary early closing, *ib.* 3431. 3530.

Belief that the required majority of two-thirds for applying the Bill would be obtained, *Renton* 3437–3439——Desire of the Trades Council of Belfast for early closing, *ib.* 3530, 3531——Dissent from the view that closing at seven o'clock in Belfast would be an inconvenience to the working classes, the latter being decidedly in favour of earlier closing than at present, *ib.* 3532–3551.

Information as to the very long hours of shop assistants in witness' district, especially in the smaller shops and on Saturday, *Dunwoody* 3701–3703. 3786–3790——Conclusion that in Belfast there is no prospect of the hours being shortened by voluntary action, whereas there is a general consensus of opinion in favour of early closing, *ib.* 3727. 3745–3747. 3759-3761——Expediency of Belfast being treated as one district, *ib.* 3731. 3888.

Decided approval of the Bill by the Trades Council of Belfast, *Dunwoody* 3743——Entire approval of the application of the Bill being left to the City Council, *ib.* 3747. 3920-3925——Opinion that neither the small shopkeepers nor the public who now shop late would be prejudiced by the operation of the Bill, whilst the wholesale houses close early as a general rule, *ib.* 3761–3776. 3786–3801. 3819–3829.

Copy of resolution adopted at a meeting of the Belfast and North of Ireland Grocers' Association on 28th March 1895, in support of compulsory early closing, *App.* 230——Resolution adopted by the United Early Closing Alliance in support of Sir John Lubbock's Bill, *ib.*——Resolutions to a similar effect adopted by the Vintners' and Grocers' Assistants' Association, and the Drapers' Early Closing Association, *ib.*

Birmingham. Evidence showing the very long hours for which the shops of Birmingham and its suburbs are open, *Beaumont* 2769. 2781–2783. 2788, 2789. 2817, 2818. 2832–2834——Statement that the Birmingham Early Closing Association is in favour of the Bill, *ib.* 2775–2777——Reference to a large meeting held at Birmingham in 1892, which decided unanimously in favour of legislation, *ib.* 2778. 2882. 2886–2893.

Information showing that all classes of shopkeepers in Birmingham are desirous of obtaining legislation; details of a canvass in proof of this statement, *Beaumont* 2779, 2780. 2786, 2787. 2793–2795. 2807–2811. 2825, 2826. 2844–2849. 2859–2864——Evidence as to the failure of the half-holiday movement, *ib.* 2784. 2792. 2828–2831.

Explanation that the Early Closing Association consists of both employers and assistants, *Beaumont* 2798, 2799. 2823. 2852–2858. 2882–2885——Approval of legislation by the Grocers' Association, *ib.* 2814-2816. 2948, 2949——Petition in favour of the Bill to be presented to the House from Birmingham, *ib.* 2947.

BOLTON:

Details respecting the constitution of the Bolton and District Shop Assistants' Association; it numbers 205 members, *Vicar* 1362, 1363. 1430, 1431——Evidence showing that the shops at Bolton are open from sixty-three-and-a-half to sixty-nine-and-a-half hours per week, *ib.* 1364. 1464–1470. 1474–1479. 1522–1525. 1584–1593. 1660–1662——Statement that the general scope of the Bill meets with the approval of the Bolton Association, *ib.* 1369–1373. 1424, 1425.

Reference to the hours at which shopping is mostly done in Bolton; about seven o'clock is the busiest time, *Vicar* 1515–1521——Information as to the cash and credit trade respectively; conclusion that the credit customers are, to a large extent, the cause of late closing, *ib.* 1647–1656——Particulars respecting a meeting of the Bolton Trades Council, and also a meeting held at Bolton in 1888, at both of which unanimous resolutions were passed in favour of legislation, *ib.* 1657–1659. 1665–1669. 1672–1675. 1681–1684.

Explanation that the Bolton Drapers' Association consists of employers, and does not include assistants, *Stubbs* 4309–4311. 4362–4366——Evidence showing that the general hours of the trade average about seventy-two per week, *ib.* 4312. 4394——Reference to the utter failure of voluntary action in shortening the hours, *ib.* 4313–4315.

Approval of the proposed Bill by the Drapers' and the Grocers' Associations, *Stubbs* 4316. 4319. 4325–4333. 4341——Opinion that the smaller shopkeepers are strongly in favour of the Bill, *ib.* 4322, 4323. 4367–4376——Desirability of including all Bolton in one area, *ib.* 4338–4340——Improbability of the clause relating to shops where trades

of

Report, 1895—*continued.*

Bolton—continued.

of two or more classes are carried on causing any difficulty in Bolton, *Stubbs* 4342–4346.

Bradford and District Trades and Labour Council. Cordial support given by the council to Sir John Lubbock's Bill, *App.* 234.

Burnley and District Union. Resolution passed by the union in support of the Bill *App.* 223.

C.

Cavan Grocers' Association. Reference to this association as entirely in favour of the Bill, *Dunwoody* 3746. 3835.

Central Authority. Question as to the "central authority" referred to in the Bill; acquiescence in the proposal that it should be the Home Office, *Gould* 4554–4559.

Chemists. Statement that chemists are included in the Bill by their own desire, *Stacey* 268–276——Suggestion that chemists might be exempted from the Bill, *Sutherland* 665, 666——Concurrence in the provision relating to chemists provided it does not endanger the Bill, *Cooney* 885. 900–902——Desirability of limiting chemists to the sale of medicines after closing hours, *Flint* 1172, 1173——Approval of the exemption of chemists under certain conditions, *Jamieson* 3332, 3333.

Detailed information in regard to two circulars issued by witness with the view of obtaining the opinion of chemists respecting early closing; the majority were in favour of the Bill, *Wootton* 4396–4412. 4450–4461. 4509. 4530–4537——Examination as to the working of the clause in the Bill permitting chemists to sell drugs, &c., after the shops are closed; opinion that it offers no practical difficulty, *ib.* 4420–4449. 4465–4478——Information respecting the long hours for which chemists' shops are open, *ib.* 4509–4529.

Approval of the provisions in Clause 9 of Sir John Lubbock's Bill as regards chemists being exempted from fine for selling drugs, &c., after the fixed hour for closing, *Kidd* 5338–5351. 5354; *Grigg* 5418.

Extract from "The Chemist and Druggist" of 20th April 1895, in strong support of legislation on the subject of early closing, *App.* 234.

Classification of Trades (General Shops):

Consideration of the clause relating to the classification of trades; belief that it would not present any great difficulty, *Horsman* 488–494; *Beaumont* 2909–2916——Suggestions as to the means of obviating difficulties that may arise in the classification of trades, *Sutherland* 545, 546. 599–619. 644–651; *Flint* 981–995. 1101–1107.

Question as to the classification of trades in shops where two or more trades are carried on; suggestion that each division should close in accordance with the hours chosen by the respective trades, *Cooney* 730–732. 805–807——Consideration of the question of ensuring that shops where two or more trades are carried on should close for all trades; suggestions as to the manner in which such closing might be effected, *Day* 1219. 1222–1238. 1323. 1332–1337. 1341–1345.

Opinion that early closing should be comprehensive, and not apply to individual trades, *Vicar* 1374–1379. 1457–1463. 1508, 1509. 1568–1571. 1594–1602——Conclusion that where two or more trades are carried on in one shop, there would be no difficulty in closing any individual department and leaving the others open, *Lewis* 1726. 1765–1769. 1835–1845.

Examination respecting the classification of shops; belief that it would seriously inconvenience the public, and would present grave difficulties, *Grant* 1926–1928. 2013–2035; *Debenham* 2379–2384——Suggestion as to the manner in which the difficulty in regard to the classification of trades might be overcome, *Macpherson* 3007—3016. 3040, 3041; *Johnson* 3017. 3041, 3042.

Expediency of shops where spirits and drapery as well as general goods are sold being included in the Bill; consideration of the mode of ascertaining whether in such cases there is a majority of two-thirds in favour of the Bill, as well as in the case of the smaller class of shops, *Dunwoody* 3737. 3774, 3775. 3865–3870. 3888–3912——Belief that it will be impossible to carry out the clause relating to shops where two or more trades are carried on, *Wootton* 4414–4416——Probability that the clause dealing with shops where two or more trades are carried on may give rise to difficulties, *Gould* 4560–4568. 4612–4629.

New clause adopted upon the subject of premises structurally separated being deemed separated shops, *Rep.* x.

Report, 1895—*continued*.

Coggan, Henry. (Analysis of his Evidence.)—Witness, as President of the Sheffield "Off" Licences Association, confirms the evidence of Mr. Parker as to the great hardship to "off" licence holders generally if not exempted from Sir John Lubbock's Bill, 3661 *et seq.*

Statement showing the large public use after 8 p.m. of grocers' shops in Sheffield holding "off" licences for the sale of beer off the premises, 3666–3670——Belief that compulsory early closing would be the ruin of the "off" licence trade, 3671. 3681——Few assistants employed by "off" licence holders, 3674–3677. 3682——Difficulty and hardship in allowing "off" licence holders to sell beer, and in closing their shops as regards other articles, 3684–3688——Entire approval of a weekly half-holiday for assistants, 3691–3694.

Colonies. Examination respecting the legislation of the colonies in regard to early closing; belief that it has been successful, *Stacey* 82–92.

Compulsory Regulations. Large preponderance of advantages over disadvantages by the adoption of early closing compulsorily, *Jamieson* 3392——Belief that there would be a wide spread feeling against proceedings for the enforcement of the proposed legislation, *Parker* 3655——Approval generally of the present Bill, subject to some amendments, though witness would like to see direct compulsion applied to all trades throughout the country, *Hill* 4252 *et seq.*

Grounds for the conclusion that legislation for the compulsory closing of shops at a certain hour is inexpedient and would in London be perfectly unworkable, *Ling* 4679 *et seq.*——Enumeration of various objections to different provisions of the Bill and to its compulsory character, *Cushen* 4751 *et seq.*——Witness repeats that he is (and always has been) opposed to legislative interference with adult labour, *ib.* 4867–4869. 4882-4889. 4906–4910. 4982-4984. 4992.

See also *Local Authorities.* *Majority of two-thirds.* *Voluntary System.*

Cooney, John Adams. (Analysis of his Evidence.)—As chairman of the Scottish Shopkeepers and Assistants' Union witness supplies detailed information respecting the constitution of the Union, which now numbers 2,500 members, 709–718. 770–772. 903–906.

Opinion that the proposed Bill meets with the approval of both employers and employed, 719, 720. 773——Reasons for believing that the extension of the Shop Hours Act would not be as efficacious as the Early Closing Bill, 721–725. 749–757. 877——Desirability of inserting a clause in the Bill that would limit the hours of the assistants, 725–728. 783–786. 909, 910.

Question as the classification of trades in shops where two or more trades are carried on; suggestion that each division should close in accordance with the hours chosen by the traders, 730–732. 805–807——Expediency of including the whole borough of Glasgow as one district, 733–735. 888, 889.

Examination as to the possibility of obtaining the consent of two-thirds of the shopkeepers of each class to close at a certain time; opinion that it could be done, and that it would be the duty of the union to institute a canvass, 736–743. 816–821. 890–899——Concurrence in the proposal in the Bill to place the carrying out of the Act in the hands of the police, 744–748——Opinion that it should be made imperative upon the "local authorities" to enforce the Act, 746. 776–782.

Grounds for the conclusion that the half-holiday might be on a Saturday, commencing at four o'clock, 760–769. 822-845. 937, 938. 948–952. 956–963——Suggestion as to the means to be adopted to ascertain that employés are not made to work after closing time, 786–804. 911–913. 923–925——Reasons for thinking it desirable that small tradesmen should be included in the Early Closing Act, 808–814. 867–876. 917, 918. 922.

Evidence respecting the differences in the general hours of closing in Glasgow, 849–855. 935, 936. 943–947——Conclusion that seven o'clock might be taken as the general hour of closing, 863–866——Suggestion that although restaurants are excluded from the Bill, their employés should only work a certain number of hours per day, 880–884.

Concurrence in the provision relating to chemists provided it does not endanger the Bill, 885. 900–902——Desirability of allowing one vote only for each shop, 939–942——Opinion that voluntary action is a failure, 914–916——Disapproval of the idea that all shops should close at the same hour; each trade should arrange its own hours, 964.

Co-operative Stores. Statement as to various co-operative stores of the working classes in Lancashire being voluntarily closed at comparatively early hours without causing inconvenience to the members, *Jump* 4008–4017. 4026–4028.

Costermongers. Evidence showing the difficulties that would accrue in ascertaining the opinion of the costermongers upon the question at issue, *Grant* 1932-1938. 2119-2127.

Report, 1895—*continued.*

Coventry. Resolutions passed by the Coventry and District Labour Council in strong support of the passing of Sir John Lubbock's Bill in an extended form, *App.* 241.

Crewe. Statement of the hours of closing at Crewe, the shops being open till about 10.30 on Fridays and eleven on Saturdays, but closing on Wednesdays at two; proposed curtailment, *Hill* 4243–4251——Habit of late shopping on Fridays and Saturdays, *ib.* 4249, 4250. 4282——Difficulty in getting a two-thirds majority at Crewe; modification proposed, *ib.* 4254–4264. 4279–4282. 4300 4304.

Expediency of Crewe being dealt with as one district in the application of the Bill, all trades being dealt with alike, *Hill* 4270–4272. 4284–4287——Suggestion that the hour of closing in Crewe should be fixed at eight o'clock, *ib.* 4294–4299.

Cushen, Henry. (Analysis of his Evidence.)—Representation by witness of the Metropolitan Grocers and Provision Dealers' Association, and of Davies and Evans, Limited; he is also treasurer of the Federation of Grocers' Associations of the United Kingdom, and has had over forty years' experience in trade, 4749–4751. 4757–4759. 4891–4896.

Objection that Sir John Lubbock's Bill involves an entirely new departure from the liberty of male adults to make contracts for their own labour, 4751. 4812—— Objection also that the proposed curtailment of hours interferes with cases in which the health of male adults is not seriously affected; statistics hereon as to the health of grocers and other classes of traders, 4751. 4813–4824. 4914. 4925. 4958–4962—— Grounds for denying that the system of voluntary early closing has proved a failure, 4751. 4784–4786. 4819, 4820. 4829.

Contention that legislative early closing, even with local option clauses, would prove unworkable in London, 4751——Objection to Clause 1 of the Bill as regards the application to the local authority for putting the Act in force, 4751——Opinion that in London the sanitary authorities rather than the County Council should make the order applying the Act, 4751. 4781–4783. 4963-4965.

Reference to Clause 5 of the Bill as absolutely unworkable, whilst it would tend to divert business from suburban to central districts where large shops are situated, 4751 ——Objection to the employment of the police for the enforcement of the Act, 4751 ——Enumeration of various other objections to different provisions of the Bill, 4751.

Much greater indifference of shop assistants in London than of masters as regards earlier closing, their chief desire being for the weekly half-holiday, 4752–4769. 4787–4796. 4827. 4911–4913——Closing of the numerous shops in which witness is interested at about nine, except on Saturdays, when they are open till eleven or twelve; absolute necessity of late closing on Saturday, 4760–4780. 4797–4812. 4825–4841. 4897–4904.

Opportunities for the assistants to sit down, though seats are not specially provided, 4763–4767 — Much greater harm to health from smoking and drinking than from over-work or late hours, 4821–4824——Statement as to witness having been asked by the East London Early Closing Association to close early on Thursday and having refused, 4825–4835.

Practice as to witness' assistants leaving at once when the shops are closed; doubt whether this could take place under compulsory early closing, 4841–4848—— Argument that the necessities of a large portion of the public in London require shops to be kept open till a late hour, especially on Saturday, and that with numerous persons late shopping is not a mere habit, 4849–4863. 4890.

Effect of a compulsory system in checking the operation of the voluntary system, 4864–4866——Explanation that witness is, and always has been, in favour of early closing by voluntary action; illustrations to this effect, 4867-4869. 4882-4889. 4906–4910. 4943–4952. 4980, 4981——Effect of the Bill that great numbers of young men would be thrown on the streets at eight o'clock, whereas it would be better for them in some cases to be an hour longer in the shops, 4867. 4926-4934. 4936–4942. 4953–4957.

Impracticability of working Clause 5 of the Bill (as regards a half-holiday) in the case of shops keeping grocery, drapery, and other classes of goods under the same roof, 4871–4881.

Allowance in witness' shops of two hours a day for meals, 4905——Harder work and longer hours of the masters than of the men, 4924, 4925——Conclusion that under the Bill London would be one area, the London County Council being the local authority, 4965, 4966.

Further statement as to the necessity of late closing in some districts in order to meet the legitimate wants of the working classes; illustration in the case of cab-drivers and dockers, 4967-4976——Explanation that witness does not employ boys under eighteen beyond the legal hours per week, 4976–4979. 4985-4992——Discretion

Report, 1895—*continued.*

Cushen, Henry. (Analysis of his Evidence)—*continued.*

exercised by the manager of each shop as to closing before or after nine o'clock, the time being sometimes 9.30, 4976. 4985–4991.

Witness repeats that he is (and always has been) opposed to legislative interference with adult labour, 4982–4984. 4992.

D.

Day, Edward. (Analysis of his Evidence.)—Is secretary of the West Yorkshire Federated Chamber of Trade; is prepared to give evidence respecting the hours of closing, &c., in several large centres of population in the county, 1188, 1189.

Statement that the general feeling of the chamber represented by witness has always been in favour of legislation, 1190, 1191——Detailed information respecting the holidays and hours of closing in Batley, Sheffield, Leeds, Huddersfield, and other important centres of Yorkshire, 1192–1218——Importance of inserting a clause in the Bill making it unlawful to serve customers after hours, 1219–1221.

Evidence respecting the question of ensuring that shops where two or more trades are carried on should close for all trades; suggestions as to the manner in which such closing might be effected, 1219. 1222–1238. 1323. 1332–1337. 1341–1345——Opinion that the order to close two or more trades should apply equally to grocers holding beer licenses, 1239–1246. 1286. 1326–1331——Grounds for suggesting that eight o'clock should be the general time for closing on Saturdays, 1247–1255. 1267–1278. 1302, 1303. 1346–1359.

Examination as to the lengthy hours worked by employés; acquiescence in the proposal to secure them a reasonable time for leisure, 1256–1259. 1287–1295. 1309–1318——Desirability of including small shops in the Early Closing Bill, 1260–1266. 1296–1299. 1306–1308——Concurrence as to the inefficiency of voluntary arrangements, 1279, 1280——Belief that all trades might adopt the same hour for closing, 1283–1286. 1300–1305.

Debenham, Frank. (Analysis of his Evidence.)—Is a member of the firm of Debenham and Freebody; is chairman of a voluntary closing association board, and was an alderman of the London County Council, 2264–2266. 2273.

Concurrence generally in the views expressed by Mr. Bryce Grant, 2267–2269. 2319——Grounds for the opinion that voluntary effort has made, and is still making, good progress, both as regards the half-holiday and the general hours of closing, 2269–2272. 2297–2313. 2320–2324. 2372, 2373——Examination as to the hours of closing in the West-end; practice amongst the larger shops to close, on an average, at about seven o'clock for five days, and on Saturdays at two o'clock, 2274–2286. 2347–2357——Disapproval of the Bill generally, especially on account of its permissive character, 2288–2296. 2314–2318. 2393–2395——Improbability of the two-thirds majority ever being obtained, 2292, 2293. 2331.

Belief that the Bill, if carried, would make little difference to the larger shops, 2325–2327. 2385——Conclusion that late shopping is due to habit and indifference on the part of the customers, 2327–2330. 2358–2364——Opinion that no difficulty would arise in regard to a conflict of jurisdiction between local authorities, 2365–2367.

Belief of the association that voluntary effort is more efficacious than legislation, 2368. 2386–2392——Evidence showing that early closing has proved economical to the shopkeepers, 2374–2378——Reasons for believing that the classification of trades would present grave difficulties, 2379–2384.

District or Area (Application of Act). Consideration of questions raised as to the meaning or definition of the term "district," and as to the parties for determining the same with reference to the application of the Bill, *Stacey* 191–193. 244–250——Admission that the division of towns into districts presents difficulties, *Horsman* 482–487——Discussion relating to the ambiguity of the word "district" as used in the Bill, *Sutherland* 542–544. 593–598.

Difficulties that would arise in defining the "districts" in London, *Grant* 1925. 1985–1997. 2050, 2051——Question considered as to the division of towns into districts; desirability of including Birmingham in one area, *Beaumont* 2801–2806. 2917–2935. 2942——Objection to the division of towns into areas, *Macpherson* 3004–3006.

Improvement if the provision were compulsory under Clause 1 as regards the formation of districts for putting the Bill in force, *Dunwoody* 3731–3734——Examination as to the question of areas; belief that difficulties will be presented, *Wootton* 4487–4506. 4538–4542——Consideration of the question of areas; suggestion that London might be divided into from five to eight districts, *Gould* 4574–4582.

Report, 1895—*continued.*

Domestic Shops. See *Small Tradesmen.*

Drapers. See *the Headings generally throughout the Index.*

Dublin. Representation by witness of the Family Grocers and Purveyors' Association of Dublin, which comprises about 200 members, who are all employers, *Ireland* 5153, 5154. 5184–5189. 5247——Average hours in Dublin shops from eight till eight, though some of the larger shops close at four on Saturday, while some of the smaller remain open till 11 or 12, *ib.* 5155–5159——Tendency in Dublin to shorter hours voluntarily; expediency, however, of legislation on the subject, *ib.* 5160–5178. 5208–5213.

Approval by witness' Association of the principle of Sir John Lubbock's Bill, though it is suggested that the Bill be strengthened on certain points, *Ireland* 5163–5173. 5184–5189—— Conclusion that not only Trades Council in Dublin, but the local authority, would be in favour of applying the Bill, *ib.* 5174. 5181, 5182. 5190–5196. 5208–5213.

Grounds for submitting that the working classes would not be inconvenienced by earlier closing; reference especially to the unduly long hours in small shops on Saturday, *Ireland* 5183. 5197–5200. 5245, 5246. 5248–5258——Difficulty hitherto in the way of a weekly half holiday in Dublin, *ib.* 5201–5207. 5266, 5267——Conclusion that the smaller, as well as the larger, shopkeepers are generally in favour of the Bill, *ib.* 5259–5267.

Dundee. Evidence respecting the lengthy hours customary in Dundee, *MacRae* 2400, 2401. 2430–2440. 2489–2496——Approval of the proposed Bill by the Dundee Shop Assistants' Association, *ib.* 2409–2419. 2429——Unanimity of the vote returned by the employers in 1891 in favour of the Half Holiday Bill, *ib.* 2420–2423.

Belief that the necessary majority of two-thirds could be quite easily obtained, the majority of all classes of shopkeepers being in favour of the Bill, *MacRae* 2427. 2458–2466. 2486—— Expediency of including the whole town of Dundee in one district, *ib.* 2484, 2485.

Opinion that eight o'clock would be chosen as the general hour for closing in Dundee, *MacRae* 2487, 2488. 2497–2504——Examination as to the views of the Trades Council at Dundee, witness representing that the council is in favour of the Bill, *ib.* 2505–2512.

Dunwoody, Robert. Witness, who is a wholesale grocer at Belfast, is president of the Grocers' Federation, which comprises members from all parts of the United Kingdom, 3695–3700. 3777–3785. 3865.

Information as to the very long hours of shop assistants in witness' district, especially in the smaller shops and on Saturdays, 3701–3703. 3786–3790. —— General opinion of the shopkeepers themselves that the hours are too long, and should be shortened by legislation; resolutions passed to this effect by the Grocers' Federation and the Belfast and North of Ireland Grocers' Association, the former body objecting, however, to certain clauses in Sir John Lubbock's Bill, 3704–3726. 3837–3864. 3922, 3923.

Conclusion that in Belfast there is no prospect of the hours being shortened by voluntary action, whereas there is a general consensus of opinion in favour of early closing, 3727. 3745–3747. 3759–3761—— Decided approval by witness of Sir John Lubbock's Bill generally, and of the option in each trade to put it in force, 3728–3730. 3740–3742——Improvement if the provision were compulsory under Clause 1 as regards the formation of districts for putting the Bill in force, 3731–3734——Expediency of Belfast being treated as one district, 3731. 3888 —— Improvement also if a majority (instead of one-third) were necessary to revoke an order, 3735, 3736.

Expediency of shops where spirits and drapery, as well as general goods, are sold being included in the Bill; consideration of the mode of ascertaining whether in such cases there is a majority of two-thirds in favour of the Bill, as well as in the case of the smaller class of shops, 3737. 3774, 3775. 3865–3870. 3888–3912 — Objection to public-houses being dealt with under the Bill, 3738, 3739 — Decided approval of the Bill by the Trades Council of Belfast, 3743.

Grounds for objecting to the movement in favour of a compulsory half-holiday weekly, 3743, 3744. 3810–3818. 3913——Reference to the Cavan Grocers' Association as entirely in favour of the Bill, 3746. 3835——Entire approval of the application of the Bill being left to the City Council of Belfast. 3747. 3923, 3925——Information as to the intervals allowed to grocers' assistants in Belfast for meals, 3748–3758——Conclusion as to the long hours being more or less injurious to health, 3759, 3760.

Opinion that neither the small shopkeepers in Belfast, nor the public who now shop late, would be prejudiced by the operation of the Bill, whilst the wholesale houses close early as a general rule, 3761–3776. 3786–3801. 3819–3829——Evidence

Report, 1895—*continued.*

Dunwoody, Robert (Analysis of his Evidence)—*continued.*

favourable to a general closing at seven on five days in the week, and at nine on Saturday, 3786–3801. 3830–3836. 3865–3887——Approval of the smaller shopkeepers who do not keep assistants being bound by a majority of two-thirds, 3802–3809.

Decided support of the Bill by small as well as large shopkeepers, and by the general public, 3819–3829——Approval of power in the county inspector of constabulary to enter shops after the hour of closing, in order to see that customers are not being served, 3915–3921.

E.

Early Closing Association. See *Voluntary System.*

Economy in Working. Evidence showing that early closing has proved economical to the shopkeepers, *Debenham* 2374–2378.

Edinburgh. Evidence respecting the long hours of labour of the employés of the Cities of Edinburgh and Glasgow, *Flint* 1036–1049. 1068–1072. 1116–1119——Readiness of the Corporation of Edinburgh to put the provisions of the proposed Act in force, witness believing that the two-thirds majority would not be put to any inconvenience, *Jamieson* 3168–3171. 3302–3309——Comparatively early closing in the better class of shops in good neighbourhoods, whilst in the smaller shops the hours are excessively long; particulars to this effect, *ib.* 3172–3177. 3201–3212. 3293–3301.

Contemplated sub-division of Edinburgh by wards or otherwise for the application of the Act; opinion that this question and the ascertainment of the two-thirds majority may be safely left to local authorities, *Jamieson* 3233–3248. 3393–3401. 3406–3411——Resolutions passed by different associations of Edinburgh, and at public meetings in favour of the principle contained in Sir John Lubbock's Bill, *ib.* 3287–3292. 3303. 3309.

Examination as to witness' grounds for the conclusion that the small shopkeepers of Edinburgh (or the great majority of them) are in favour of the Bill, whilst the larger shopkeepers would not be affected by it, *Jamieson* 3293–3309——Public support to be given in Edinburgh to the Bill, so that it will work smoothly, *ib.* 3318.

Very limited success of the half-holiday movement in Edinburgh, *Jamieson* 3337–3344——Earlier closing in the clothing trade than in the boot and shoe, the drapery, and other trades, it being proposed to bring all alike under the Bill, *ib.* 3363–3369——Power in the small shopkeepers, as being in a majority, not to apply the Bill if they disapprove of it, *ib.* 3402–3404.

Paper explanatory of the views of the Edinburgh drapers respecting certain provisions of the Bill, *App.* 231.

Exemptions. Suggestion for conciliating the opponents when a two-thirds majority has been obtained; that is, by the local authority allowing exemption on certain conditions, *Jump* 3978, 3979. 4032–4038.

See also *Chemists. Hair-dressers. News-agents. Off Licenses. Tobacconists.*

F.

Female Shop Assistants. Data submitted on several points in support of the conclusion that the health of shop assistants is very injuriously affected by the unduly long hours, and that the female assistants especially suffer much from the prolonged standing, *Kidd* 5280 *et seq.* 5350–5352; *Miss Macdonald* 5370–5396; *Grigg* 5401–5419.

Fines and Penalties. Feeling of the Manchester Association of Shop Assistants, &c., that the fine suggested by the Bill is not heavy enough to prove deterrent, *Horsman* 362–364——Importance of inserting a clause in the Bill making it unlawful to serve customers after hours, *Day* 1219–1221——View of the Bolton Association that the fines suggested in the Bill are not sufficiently heavy, *Vicar* 1414–1417. 1432–1440.

Undesirability of increasing the penalties proposed by the Bill, *Lewis* 1805–1808——Consideration of the proposed penalties; no importance attached to the amount of the fine, but exception taken to the idea of imprisonment, *Grant* 1946——Opinion that the fines proposed by the Bill are not sufficiently heavy, *Macpherson* 2972–2974; *Maher* 3111——Belief that more substantial fines would be approved by the shopkeepers, *Johnson* 2975——Difference of opinion at Manchester upon the question whether the fines under the Bill should be increased, *Robinson & Jump* 3950–3953.

Report, 1895—*continued.*

Flint, Thomas W. (Analysis of his Evidence.)—Is a merchant at Glasgow, and represents the Scottish Shopkeepers' and Assistants' Union, 965, 966. 1026–1030. 1174.

Examination in regard to a plebiscite taken two years ago in Glasgow, the result showing that 80 per cent. of the shopkeepers were in favour of legislation for early closing, 967–969. 972–974——Opinion that each trade should choose its own hours of closing, 970, 971. 1022——Views respecting the difficulty of limiting the work done by employés after closing hours, 975–977. 1082–1087. 1148–1153. 1161, 1162.

Concurrence in the suggestion made at the Nottingham Congress respecting the exemption of traders who habitually close on Saturdays, 978–980. 1031–1035. 1140–1144——Examination as to the means to be adopted to overcome the difficulties arising from the classification of trades, 981–995. 1101–1107——Objection raised to the unification of Glasgow in one district, 996–1010. 1108–1115.

Concurrence in the view that the union should undertake the task of obtaining the opinion of the shopkeepers on the Early Closing movement, 1011–1021——Opinion that inspectors rather than the police should look to the enforcement of the law, 1023–1025——Evidence respecting the lengthy hours of labour of the employés of the cities of Edinburgh and Glasgow, 1036–1049. 1068–1072. 1116–1119.

Conclusion adverse to the extension of the Shop Hours' Act, 1050–1064. 1074. 1154–1157——Reference to the discretion allowed to the local authority in respect of fixing the hours of closing, 1065, 1066. 1073. 1128–1130. 1146, 1147. 1163, 1164——Opinion that late shopping is a matter of habit, 1075–1081. 1095–1100——Examination as to Sunday closing; possibility of the Bill being made applicable to Sundays, 1120–1127——Preference for ten o'clock as the hour of closing on Saturday, 1131–1135. 1167.

Approval of the proposal to give each shopkeeper one vote only, 1136–1139. 1165, 1166——Desirability of limiting chemists to the sale of medicines after closing hours, 1172, 1173——Advocacy of early closing on the ground of the physical benefit that would accrue to the employés, 1175–1181——Belief that the voluntary system has been ineffectual, 1182–1187.

Freedom of Contract. Objection that Sir John Lubbock's Bill involves an entirely new departure from the liberty of male adults to make contracts for their own labour, *Cushen* 4751. 4812.

G.

General Shops and Stores. Discussion as to the manner in which large places of business, such as Whiteley's, would be classified for early closing, *Stacey* 222–244——Suggestion as to the mode of applying early closing and a weekly half-holiday to stores, and to general shops dealing in grocery, spirits, and various other articles, *Robinson and Jump* 3949. 4038–4047. 4088–4102——Difficulty as regards a fixed hour of closing in the case of general shops where spirits, groceries, &c, are sold, *Ireland* 5179, 5180. 5213–5218——*See* also *Classification of Trades. Large Establishments.*

Glasgow. Particulars respecting the North Western Shopkeepers' Association of Glasgow and the South Eastern Grocers' Association, both consisting of traders, *Sutherland* 517–527. 549——Opinion that very little progress has been made by the voluntary movement towards shortening the working hours, *ib.* 528–530. 534–537. 670–672. 704——Evidence respecting the very long hours of business in Glasgow, *ib.* 531–533. 550–554. 560–578. 633–636. 696, 697——Approval of the Early Closing Bill by the two associations represented by witness, *ib.* 538–541. 547, 548.

Several grounds for desiring shorter hours in Glasgow, *Sutherland* 579–589. 637——Impracticability of making the usual hour of closing earlier than seven o'clock, *ib.* 674–682——Belief that the long hours of business may partly account for the dearth of shop-assistants, *ib.* 698–703.

Opinion that the proposed Bill meets with the approval of both employers and employed in Glasgow, *Cooney* 719, 720. 773——Expediency of including the whole borough of Glasgow as one "district," *ib.* 733–735. 888, 889——Evidence respecting the differences in the general hours of closing, *ib.* 849–855. 935, 936. 943–947.

Examination in regard to a plebiscite taken two years ago, the result showing that eighty per cent. of the shopkeepers were in favour of legislation for early closing, *Flint* 967–969. 972–974——Objection raised to the unification of Glasgow as one district, *ib.* 996–1010. 1108–1115——Concurrence in the view that the Shopkeepers and Assistants' Union should undertake the task of obtaining the opinion of the shopkeepers on the Early Closing Movement, *ib.* 1011–1021.

Report, 1895—*continued.*

Glasgow—continued.

Resolution passed by the Glasgow branch of the News-agents' and Booksellers Union in support of the Bill, *App.* 242.

Gould, Edward. (Analysis of his Evidence.)—Is Her Majesty's Superintending Inspector of Factories, 4543, 4544.

Suggestion that ten o'clock on Saturdays, and eight o'clock on other nights, would prove satisfactory hours for closing, 4546–4553. 4569. 4586–4594. 4630–4633. 4663–4669. 4672–4674——Question as to the "central authority" referred to in the Bill; acquiescence in the proposal that it should be the Home Office, 4554–4559.

Probability that the clause dealing with shops where two or more trades are carried on may give rise to difficulties, 4560–4568. 4612–4629——Approval of the local option character of the Bill; belief that it will be a great boon to shop-assistants, and will not inconvenience the public, 4584, 4585. 4661, 4662.

Examination as to the question of areas; suggestion that London might be divided into from five to eight districts, 4574–4582——Opinion that the district authorities rather than the London County Council should apply the Bill, 4595–4600. 4670, 4671.

Discussion as to the advisability of including small domestic shops in the Bill; grounds for believing that they should be included, 4601–4606. 4622–4624. 4647–4660——Information respecting the duties of witness as an inspector; statement that sanitary arrangements are in the hands of the local authorities, 4638–4646.

Grant, Bryce. (Analysis of his Evidence.)—Is engaged in the drapery trade at Penge; has held important official positions in connection with early closing associations, 1878–1885.

Grounds for the conclusion that there has been a great improvement in regard to early closing, and that it has been entirely due to voluntary effort, 1886–1891. 1902. 1943, 1944. 2001–2006. 2076–2079. 2084, 2085. 2166–2169. 2172–2175. 2203–2207——

Examination as to the effect of shop-work on the health of the employés; testimonials from eight doctors to prove that the occupation of shop-assistants is not unhealthy, 1892–1894. 2080–2083. 2210–2231——Opinion that the labour of employés is tedious but is not excessive, 1894, 1895. 1961–1971.

Reasons which induced witness to leave the old Early Closing Association, and start, a Voluntary Early Closing Association, 1896–1898. 1972–1977. 2218, 2219——Grounds for the opinion that voluntary action is better than compulsion, 1899–1901. 1945. 1952–1956. 2062–2070. 2140–2155. 2179–2181——Evidence showing that the weekly half-holiday, upon which most of the work of the society has been expended, is now granted in 952 towns of Great Britain, 1903–1913. 2191–2202——Belief that the society will eventually succeed in shortening the daily hours, 1914.

Grounds for believing in the impracticability of adopting an earlier hour than nine o'clock for general closing in London, 1915–1921. 1998, 1999. 2007. 2182–2190——Statement to the effect that the majority of the trade journals are against the Bill, 1924. 2162–2165. 2231–2240, 2257–2263——Difficulties that would arise in defining the "districts" in London, 1925. 1984–1997, 2050, 2051.

Examination respecting the classification of shops; belief that it would seriously inconvenience the public, 1926–2928. 2013–2025——Suggestion as the means necessary to be employed in order to obtain the opinion of two-thirds of any particular class of tradesmen, 1929–1931. 2036–2049. 2052–2063——Evidence showing the difficulties that would accrue in ascertaining the opinion of the costermongers, 1932–1938. 2119–2127——Impracticability of making the Saturday half-holiday apply to all shops, 1939–1942.

Consideration of the penalties proposed by the Bill; no importance attached to the amount of the fine, but exception taken to the idea of imprisonment, 1946——Particulars respecting the districts included in the work of the Voluntary Early Closing Association, 1947–1951——Conclusion favourable to the extension of the Shop Hours' Regulation Act, provided it does not apply to adult men, 1957–1960. 2093–2098. 2156–2161. 2246–2252.

Suggestion that employers might allow their assistants to go out for a short time during the middle of the day, 1957, 1958. 2008–2012. 2089–2092——Probability that were the Bill enforced it would practically ruin small tradesmen, 2086. 2107–2118. 2158——Question as to the general feeling of tradesmen in regard to the Bill; belief that many have had no opportunities of considering it, and that public meetings should be held in order to arrive at their opinion, 2087, 2088. 2105. 2170, 2171. 2176–2178.

Reference to the unfairness that might arise in the event of a possible conflicting action of the authorities in the City and County of London, 2099–2104. 2127–2133. 2255, 2256——Opinion that the two-thirds majority would never be obtained, 2106. 2112——Examination as to the views of witness seven or eight years ago, in regard to legislation; admission that he signed a report in favour of the Early Closing Bill in 1887, and voted in its favour at a Congress at Glasgow, 2203–2217. 2241–2246.

Report, 1895 — *continued.*

Greenwood, William. (Analysis of his Evidence.)—Is a hair-dresser in Ashton-under-Lyne, and is chairman of the Northern Federation of Hair-dressers; is prepared to give evidence principally in regard to the Sunday closing, 2513. 2574–2577. 2581, 2582. 2597, 2598. 2698–2702.

Particulars respecting the constitution and working of the Association; it numbers about 750 members, 2514–2516. 2593–2596. 2648–2650——Evidence showing that in some districts hair-dressers work from 80 to 90 hours per week, 2517–2519——Enumeration of the Trades Association (Hair-dressers), and also of the Trades Councils that approve of the Bill but are particularly desirous for the insertion of a clause making Sunday closing compulsory, 2520–2534. 2539. 2581–2588. 2691–2693. 2707–2725. 2734–2736——Opinion that there would be no difficulty in obtaining the consent of two-thirds of the tradesmen, 2535, 2536. 2540–2543. 2650.

Statement that in the neighbourhood of Ashton-under-Lyne voluntary arrangement has been very effective except with regard to Sunday labour, but that it has failed when applied to large cities, such as Manchester, 2543–2553. 2669, 2670. 2686–2688. 2703, 2704. 2757–2759. 2765–2767——Difficulty of obtaining a conviction in regard to Sunday closing under the Act of Charles II., 2551. 2617–2632. 2638–2641. 2651–2662 2743–2745.

Examination as to the division of Manchester into districts; conclusion that if Manchester were treated as one district there would be a large majority in favour of early closing, 2554–2560. 2568, 2569. 2633. 2737–2742——Desirability of totally closing a shop in which the business of hair-dressing is combined with some other trade, 2564–2567——Belief that early closing would not inconvenience the public, 2580. 2651–2653. 2656, 2657. 2684. 2693.

Evidence as to the evil effect of long hours on the health of the employés, 2582–2592——Disapproval of adopting a general hour irrespective of districts for week-day closing, 2612–2616. 2633–2637. 2645–2647. 2672–2675——Advisability of empowering a town council to enforce the law for each district, 2642–2644. 2676–2678.

Probability of 9 o'clock being chosen by hair-dressers as the usual hour of closing, 2654, 2655——Evidence showing that the general hours of Ashton-under-Lyne and neighbourhood average seventy-four per week, 2663–2668. 2726–2733——Necessity for keeping open until 11 o'clock on Saturdays, 2680–2683. 2685——Contention that it is unnecessary to open on Sundays, 2691–2697. 2705, 2706. 2746–2756. 2760–2764.

Grigg, Dr. W. Chapman. (Analysis of his Evidence.)—Witness, who is connected with several hospitals in London, has had a large experience of female disorders, and has made them a special study, 5397–5401.

Strong testimony as to the extremely injurious effect upon the health of female shop assistants through the very long hours, and the continuous and prolonged standing; sterility frequently caused by the latter evil, 5401–5419——Equal abuse as regards prolonged standing in the case of large as of small shops, though in some of the best houses the mischief has been modified, 5407. 5415–5417.

Great benefit to health when shop girls go from London to country towns, where they can often get a day off in the week, 5412–5419——Approval of the provision in the Bill authorising chemists to sell medical drugs and appliances after the fixed hour of closing, 5418.

Grocers. Comment upon the willingness of the grocery trade to support legislation, *Stacey* 16. 97–103——Representation by witness of the Grocers' Federation, which comprises members from all parts of the United Kingdom, *Dunwoody* 3695–3700. 3777–3785–3865——Decided approval by witness of Sir John Lubbock's Bill generally, and of the option of each trade to put it in force, *ib.* 3728–3730. 3740–3742.

Want of shorter hours in the grocery trade on the scale of recreation rather than health, *Jump* 4081–4087——Grounds for objecting to a proviso that grocers should be liable to be fined if their assistants are employed on the premises more than thirty minutes after the time of closing, *Robinson* 4103–4105.

Information as to the time of closing at witness' shop in London and in provincial towns respectively, and as to the practice of giving a weekly half-holiday, *King* 4727–4741——Harder work and longer hours of the masters than of the men, *Cushen* 4924, 4925——Explanation that witness does not employ any boys under eighteen beyond the legal hours per week, *ib.* 4976–4979. 4985–4992——Discretion exercised by the manager of each shop as to closing before or after 9 o'clock, the time being sometimes 9.30, *ib.* 4976. 4985–4991.

See also *Belfast. Birmingham. Dublin. Hull. Liverpool. Manchester and Salford. Off Licenses.*

Report, 1895—*continued.*

H.

Hair-dresers. Witness, who is a hair-dresser in Ashton-under-Lyne, is chairman of the Northern Federation of Hair Dressers, and is prepared to give evidence principally in regard to Sunday-closing, *Greenwood* 2513. 2574–2577. 2581, 2582. 2597, 2598. 2698–2702——Particulars respecting the condition and working of the association; it numbers about 750 members, *ib.* 2514–2516. 2593–2596. 2648–2650——Evidence showing that in some districts hair-dressers work from eighty to ninety hours per week, *ib.* 2517–2519.

Enumeration of the Trades Association and also of the Trade Councils that approve of the Bill, but are particularly desirous for the insertion of a clause making Sunday closing compulsory, *Greenwood* 2520–2534. 2539. 2581–2588. 2691–2693. 2707–2725. 2734–2736——Opinion that there would be no difficulty in obtaining the consent of two-thirds of the trades, *ib.* 2535, 3536. 2540–2543. 2650——Desirability of totally closing a shop in which the business of hairdressing is combined with some other trade, *ib.* 2564–2567——Probability of nine o'clock being chosen by hairdressers as the usual hour of closing, *ib.* 2654, 2655.

Evidence showing that the general hours for Ashton-under-Lyne and neighbourhood average seventy-four per week, *Greenwood* 2663–2668. 2726–2733——Necessity for keeping open until eleven o'clock on Saturdays, *ib.* 2680–2683. 2685——Contention that it is unnecessary to open on Sundays, *ib.* 2691–2697. 2705, 2706. 2746–2756. 2760–2764——Objection to the exemption of hairdressers' shops, *Jamieson* 3379, 3380.

Resolutions passed by various local bodies of hairdressers in support of Sir John Lubbock's Bill, *App.* 224.

Half-Holiday:

Evidence purporting to show that the benefit of the weekly half-holiday is counteracted by the shops being kept open later on other days, *Stacey* 177–184——Grounds for believing that employés have received no practical benefit from the mid-weekly holiday, *Horsman* 439. 457–460——Conclusion that the half-holiday might be on a Saturday commencing at four o'clock, *Cooney* 760–769. 822–845. 937, 938. 948–952. 956–963.

Evidence showing that the weekly half-holiday is now granted in 952 towns of Great Britain, *Grant* 1903–1913. 2191–2202——Desirability of closing all shops on the same day with the exception of those that close habitually on Saturdays, *Johnson* 3017–3020——Statement that the weekly half-holiday is not general in the Tottenham and Edmonton district, *Marsh* 3084, 3085. 3091–3094.

Doubtful expediency of compulsory provisions as regards a weekly half-holiday; approval of Saturday as the best day, *Jamieson* 3186–3192 3213–3232. 3370, 3371, 3407, 3408——Entire approval of a weekly half-holiday for assistants, *Coggan* 3691–3694——Grounds for objecting to the movement in favour of a compulsory half-holiday weekly, *Dunwoody* 3743, 3744. 3810–3818. 3913.

Statement as to witness having been asked by the East London Early Closing Association to close early on Thursday and having refused, *Cushen* 4825–4835——Impracticability of working Clause 5 of the Bill (as regards a half-holiday) in the case of shops keeping grocery, drapery and other classes of goods under the same roof, *ib.* 4871–4881.

Absence of any practical difficulty in working Clause 5 of the Bill as regards the weekly half-holiday in the case of general shops; good prospect of Thursday being adopted in the different trades in London, *Stacey* 5114–5131. 5147–5149——Importance of legislation as a means towards a permanent half-holiday, *ib.* 5118——Approval of houses which close early on Saturdays being exempt from the provisions as regards a half-holiday on any other day, *ib.* 5152.

New clause adopted empowering the substitution of Saturday for any other day for half-holiday, *Rep.* x.

See also *Saturday.*

Health:

Argument that the Bill is desirable for two main reasons, viz., the physical health of the employés and for economical reasons in regard to shopkeepers, *Stacey* 279–297——Advocacy of early closing on the ground of the physical benefit that would accrue to the employés, *Flint* 1175–1181——Reasons for believing that shorter hours are necessary for the health of the employés, *Lewis* 1779–1792.

Examination as to the effect of shop work on the health of the employé; testimonials from eight doctors to prove that the occupation of shop assistants is not unhealthy, *Grant* 1892–1894. 2030–2033. 2210–2231——Opinions that the labour of employé's is tedious but is not excessive, *ib.* 1894, 1895. 1961–1971.

Evidence

Report, 1895—*continued.*

HEALTH—continued.

Evidence as to the evil effects of long hours on the health of the employés in the hair-dressing trade, *Greenwood* 2589–2592——Conclusion as to the long hours being more or less injurious to health, *Beaumont* 2827. 2899–2903; *Dunwoody* 3759, 3760——Expediency of earlier closing in the interests of health, especially in the smaller shops, *Robinson* 4070–4074——Advocacy of the Bill on the score both of health and recreation, *Wilson* 4141, 4142. 4172–4174. 4213–4215.

Objection that the proposed curtailment of hours interferes with cases in which the health of male adults is not seriously affected; statistics hereon as to the health of grocers and other classes of traders, *Cushen* 4751. 4813–4824. 4914–4925. 4958–4962——Much greater harm to health from smoking and drinking than from overwork or late hours, *ib.* 4821–4824.

Data submitted in detail in support of the conclusion that the health of shop assistants is very injuriously affected by the unduly long hours, and that the female assistants especially suffer from the prolonged standing, *Kidd* 5280 *et seq.*——Injurious effect upon health in cases where a very short time is allowed for meals, *ib.* 5355–5360——Difficulty in drawing conclusions as to the health of shop assistants from the Registrar General Returns, *ib.* 5361–5364.

Experience of witness as a medical practitioner in London; she is now attached to the Hospital for Women in the Euston-road, *Miss Macdonald* 5365–5369——Injurious effect upon the health of young women in shops not only from the long hours, but from the prolonged standing, insufficient time for meals, and bad atmosphere; special reference to prolonged standing as extremely prejudicial, *ib.* 5370–5390——Worse condition and surroundings in the smaller than in the larger shops; aggravation of the mischief through low wages, *ib.* 5375–5377. 5392–5396.

Witness who is connected with several hospitals in London, and has had a large experience of female disorders and has made them a special study, *Grigg* 5397–5401——Strong testimony as to the extremely injurious effect upon the health of female shop assistants through the very long hours and the continuous and prolonged standing; sterility frequently caused by the latter evil, *ib.* 5401–5419——Equal abuse as regards prolonged standing in the case of large as of small shops, though in some of the best houses the mischief has been modified, *ib.* 5407. 5415–5417——Great benefit to health when shop-girls go from London to country towns, where they can often get a day off in the week, *ib.* 5412–5419.

Communications from several medical men showing that long hours have not, in their experience, caused much illness to shop assistants, *App.* 232.

Extract from supplement to the Registrar General's Report, 1885, for the years 1880–1882, showing the death-rate per cent. in different trades and occupations, *App.* 235.

Petition to Parliament in 1888, signed by numerous medical men, strongly in support of the Bill then introduced by Sir John Lubbock for limiting the hours of labour, *App.* 236.

Hill, Edward Rainbow. (Analysis of his Evidence.)—Representation by witness of the Crewe Tradesmen's Association, 4238–4242.

Statement of the hours of closing at Crewe; the shops being open till about 10.30 on Fridays and 11 on Saturdays, but closing on Wednesdays at 2; proposed curtailment, 4243–4251——Habit of late shopping on Fridays and Saturdays, 4249, 4250. 4282——Approval generally of the present Bill, subject to some amendments, though witness would like to see direct compulsion applied to all trades throughout the country, 4252 *et seq.*

Difficulty in getting a two-thirds majority at Crewe; modification proposed, 4254–4264. 4279–4282. 4300–4304——Expediency of Crewe being dealt with as one district in the application of the Bill, all trades being dealt with alike, 4270–4272. 4284–4287.——Suggestion that the hour of closing in Crewe should be fixed at 8 o'clock, 4294–4299——Recommendation that the hour in each town should be fixed by the local authority, 4296, 4297. 4305–4307.

Horsman, Henry. (Analysis of his Evidence.)—Represents the Manchester District of the Union of Shop Assistants, Warehousemen and Clerks; has had thirty years' experience behind the counter, 310. 330. 422, 423. 474–477.

Statement that the Manchester Association numbers about 600 members, 311, 312. 424–429——Evidence as to the great length of the working day in the shops of Manchester, 313–322. 371–373. 461–466——Opinion that voluntary action has not been very effectual, 323–326. 334–338. 433–436. 478–481.

Desire for legislation on the part of the Manchester Association of Shop Assistants and also of the local traders, 328, 329. 331, 332. 339——Suggestion that the consent of the two-thirds of the traders mentioned in the Bill should apply generally and not to individual

Report, 1895—*continued.*

Horsman, Henry. (Analysis of his Evidence.)—*continued.*

individual trades, 340–342. 345–350. 374–385. 452–454. 495–497——Approval by the association of the general scope of the Bill, 344. 370.

Desire of the association that when the consent of the traders is obtained, the enforcement of the Bill by the local authorities should be made compulsory, 351–353. 386–397——Opinion that the Bill should take effect throughout the whole year, 354–357——Expression of doubt as to the possibility of closing at 6 o'clock, 358–361. 455, 456——Feeling of the association that the fine suggested by the Bill is not heavy enough to prove deterrent, 362–364.

Desirability of inserting a clause to ensure that early closing would benefit the employés; belief that such clause would be more effectual than an extension of the Shop Hours Regulation Bill, 365–368. 398. 411–421. 430–433. 437–451. 509–513——Suggestions that employés might be paid for overtime work, 398–411——Grounds for believing that employés have received no practical benefit from the mid-weekly holiday, 439. 457–460.

Details respecting the constitution and the views of the Manchester Trade Council, 467–473——Admission that the division of towns into districts presents difficulties, 482–487——Opinion that the classification of trades can be satisfactorily accomplished, 488–494——Examination as to the length of time allowed for meals, 498–508.

Hour of Closing. Conclusion that in Glasgow 7 o'clock might be taken as the general hour of closing, *Cooney* 863–866——Disapproval of the suggestion that all shops should close at the same hour; each trade should arrange its own hours, *Cooney* 964; *Flint* 970, 971. 1022.

Desirability of enforcing early closing throughout the entire year, and not relaxing it at any special season, *Vicar* 1382–1389——Undesirability of choosing 6 o'clock as a general closing hour in the early stages of the operation of the Bill, *ib.* 1526, 1527. 1530, 1531——Opinion that the latest time of compulsory closing should be 8 o'clock, the larger shops closing voluntarily, much earlier, *Jamieson* 3325–3330. 3372–3405.

Evidence favourable to a general closing at 7 on five days in the week, and at 9 on Saturday, *Dunwoody* 3786–3801. 3830–3836. 3865–3887——Suggestion that 10 o'clock on Saturdays and 8 o'clock on other nights in the week would prove satisfactory hours for closing, *Gould* 4546–4553. 4569. 4586–4594. 4630–4633. 4663–4669. 4672–4674.

Hull. Resolution passed by the Hull Retail Grocers' Association in favour of Sir John Lubbock's Bill, *Jackson* 4995–4996; *App.* 233——Belief that in Hull there would be no difficulty under the Bill as regards general shops in the selection of one particular day in the week for a half-holiday; general feeling of the trade and of the assistants in favour of the half-holiday, *Jackson* 5000–5009. 5031.

Closing of the shops in which witness is interested in Hull at 7 o'clock on the first three days of the week, at 1 on Thursday (the half-holiday), at 8 on Friday, and at 10 on Saturday; belief that the general public would not be inconvenienced by these hours generally, *Jackson* 5012–5019. 5029–5033.

I.

Imprisonment. Improbability of the penalty of imprisonment ever being inflicted, *Beaumont* 2878–2881. 2939, 2940. *See* also *Fines and Penalties.*

Inspection. Opinion that inspectors rather than the police should look to the enforcement of the law, *Flint* 1023–1025——Difficulty as regards inspection in applying the limit of seventy-four hours weekly to adults above the age of eighteen; preference for the provisions of the present Bill, *Jamieson* 3417–3419.

Intervals of Rest. Suggestion that employés might allow their assistants to go out for a short time during the middle of the day, *Grant* 1957, 1958. 2008–2012. 2089–2092.

Ireland, William. (Analysis of his Evidence.)—Representations by witness of the Family Grocers and Purveyors' Association of Dublin, which comprises about 200 members who are all employers, 5153, 5154. 5184–5189. 5247.

Average hours in Dublin shops from 8 till 8, though some of the larger shops close at 4 on Saturday, whilst some of the smaller remain open till 11 or 12, 5155–5159——Tendency to shorten hours voluntarily; expediency, however, of legislation on the subject, 5160–5178. 5208–5213.

Approval by witness's association of the principle of Sir John Lubbock's Bill, though it is suggested that the Bill be strengthened on certain points, 5163–5178. 5184–5189——Conclusion that not only the Trades Council in Dublin, but the local authority

Ireland, William—continued.

authority would be in favour of applying the Bill, 5174. 5181, 5182. 5190-5196. 5208–5213——Difficulty as regards a fixed hour of closing in the case of general shops where spirits, groceries, &c., are sold, 5179, 5180. 5213–5218.

Grounds for submitting that the working classes would not be inconvenienced by earlier closing; reference especially to the unduly long hours in small shops on Saturday, 5183. 5197–5200. 5240–5246. 5248–5258——Difficulties hitherto in the way of a weekly half-holiday in Dublin, 5201–5207. 5266, 5267.

Varying practice in Dublin in different shops as to the time allowed for meals, 5219–5233——Opinion that bad results would not follow if the assistants had more time on their hands in the evening, 5234–5239. 5247, 5248——Conclusion that the smaller as well as the larger shopkeepers are generally in favour of the Bill, 5259–5267 ——Evidence to the effect that traders generally in Belfast and throughout the country should have the option of coming under the Bill, witness contemplating the adoption of nine o'clock on Saturday and seven o'clock on other days in the week, *Renton* 3476-3488.

General opinion of the shopkeepers themselves that the hours are too long, and should be shortened by legislation; resolutions passed to this effect by the Grocers' Federation and the Belfast and North of Ireland Grocers' Association, the former body objecting, however, to certain clauses in Sir J. Lubbock's Bill, *Dunwoody* 3704–3726. 3837–3864. 3922, 3923.

See also *Belfast. Dublin.*

J.

Jackson, William. Representation by witness of the Hull Retail Grocers' Association which comprises about 100 members, 4993, 4994. 5026–5028.

Resolution passed by the association in favour of Sir John Lubbock's Bill, 4995, 4996——Suggestion, on the part of the association, for an alteration of Clause 1 of the Bill as regards the initiative of the local authority, 4997–4999.

Belief that in Hull there would be no difficulty under the Bill, as regards general shops, in the selection of one particular day in the week for a half-holiday; general feeling of the trade and of the assistants in favour of the half-holiday, 5000–5009. 5031——Suggested substitution of "two-thirds" for "one-third" in Sub-section 2, of Clause 3; 5010, 5011.

Closing of the shops in which witness is interested, in Hull, at seven o'clock on the first three days of the week, at one on Thursday (the half-holiday), at eight on Friday, and at ten on Saturday; belief that the general public would not be inconvenienced by these hours generally, 5012–5019. 5029–5033——Allowance of an hour for dinner and half-an-hour for tea, the assistants having breakfast before they come, 5020–5025.

Jamieson, John. Witness, who is a merchant clothier, in Edinburgh, is a director of the Scottish Shopkeepers' Union, is vice-president of the Merchants' Association of Edinburgh, and is a member of the City Council, 3151–3167. 3279–3286.

Influence of the Shopkeepers' Union chiefly among the smaller class of shopkeepers, assistants being also comprised in the Union, and both classes being strongly in favour of the present Bill, 3154–3158. 3179 *et seq.* 3321–3324——Readiness of the corporation of Edinburgh to put the provisions of the proposed Act in force, witness believing that the two-thirds majority would be obtained, and that the working classes would not be put to any inconvenience, 3168–3171. 3302–3309.

Comparatively early closing in the better class of shops in good neighbourhoods, whilst in the smaller shops the hours are excessively long; particulars to this effect, 3172–3177. 3201–3212. 3293–3301——Conclusion that voluntary action as regards early closing is inadequate, and that statutory and compulsory provisions are necessary, 3178. 3229. 3316, 3317. 3337–3344.

Strong approval by the Shopkeepers' Union of the general provisions of the present Bill, especially as regards compulsory earlier closing in the evening, 3181-3193——Doubtful expediency of compulsory provisions as regards a weekly half-holiday; approval of Saturday as the best day, 3186–3192. 3213–3232. 3370, 3371. 3407, 3408——Inaccuracy of statements as to the "Drapers' Record" and the "Grocer" being adverse to the Bill, 3194–3199——Contemplated sub-division of Edinburgh, by wards or otherwise, for the application of the Act; opinion that this question, and the ascertainment of the two-thirds majority, may be safely left to local authorities, 3233–3248. 3393–3401. 3406–3411.

Evidence in approval of Clause 5, with respect to the early closing of large and general shops, or stores, in Edinburgh, which carry on several classes of business, absence of hardship or inconvenience in these cases, 3248–3278——Resolutions passed

Report, 1895—*continued.*

Jamieson, John—continued.

by different associations of Edinburgh, and at public meetings, in favour of the principle contained in Sir John Lubbock's Bill, 3287-3292. 3303. 3309.

Examination as to witness' grounds for the conclusion that the small shopkeepers of Edinburgh (or the great majority of them) are in favour of the Bill, whilst the larger shopkeepers would not be affected by it, 3293–3309——Habit rather than necessity of late shopping in the poorer districts, witness contending that the working classes would not be seriously convenienced by early closing, 3293-3296. 3310–3315.

Public support to be given in Edinburgh to the Bill, so that it will work smoothly, 3318——Expediency of the Bill being applied to England and Scotland at the same time, 3319, 3320——Opinion that the latest time of compulsory closing should be 8 o'clock, the larger shops closing, voluntarily, much earlier, 3325–3330. 3372. 3405.

Doubt whether tobacconists should be exempted from the Bill, 3331. 3373——Approval of the exemption of chemists, under certain conditions, 3332, 3333——Special legislation required for public houses, 3334——Objection to newsagents being exempted, 3335, 3336. 3374–3378——Very limited success of the half-holiday movement in Edinburgh, 3337–3344.

Practice in witness' shop and in numerous others at Edinburgh for the assistants to go to dinner in two detachments, 3345–3362——Earlier closing in the clothing trade than in the boot and shoe, the drapery, and other trades, it being proposed to bring all alike under the Bill, 3363–3369——Objection to the exemption of hairdressers' shops, 3379, 3380——Approval of the exemption of refreshment places and ham and beef shops under certain conditions, 3381–3391.

Large preponderance of advantages over disadvantages by the adoption of early closing, compulsorily, 3392——Power in the small shopkeepers of Edinburgh, as being in a majority, not to apply the Bill if they disapprove of it, 3402–3404.

Very satisfactory working in Edinburgh of the Shop Hours Regulation Act limiting the employment of young persons under the age of 18 to 74 hours a week, 3412–3416——Difficulty as regards inspection in applying the limit of 74 hours weekly to adults above the age of 18; preference for the provisions of the present Bill, 3417–3419.

Jamieson, J. Notes handed in by Councillor Jamieson, explanatory of the views of the Edinburgh drapers respecting certain provisions of Sir John Lubbock's Bill, and referring to certain evidence before the Committee on the question, *App.* 231.

Johnson, William. (Analysis of his Evidence.)—Is General Treasurer of the National Union of Warehousemen and Clerks, 2965.

Belief that more substantial fines would be approved by the shopkeepers, 2975——Reasons for the necessity of a clause to limit the work of the employés after closing hours, 2981. 2983–2986——Examination as to the means of overcoming the difficulty of the classification of trades, 3017. 3041, 3042——Desirability of closing all shops on the same day, with the exception of those that close habitually on Saturdays, 3017–3020——Conclusion that London should form one area with a uniform hour of closing for all trades, 3021–3037. 3039.

Jump, Charles Arthur. See *Robinson Henry, &c.*

K.

Kidd, Dr. Percy. (Analysis of his Evidence.)—Extensive professional experience of witness in London; very large practice in connection with the Brompton Hospital for Consumption and the London Hospital, 5268–5279.

Data submitted on several points in support of the conclusion that the health of shop assistants is very injuriously affected by the unduly long hours, and that the female assistants, especially, suffer much from the prolonged standing, 5280 *et seq.*; 5352, 5353.

Approval of the provisions in Clause 9 of Sir John Lubbock's Bill as regards chemists being exempted from fine for selling drugs, &c., after the fixed hour for closing, 5338–5351. 5354——Injurious effect upon health in cases where a very short time is allowed for meals, 5355–5360——Difficulty in drawing conclusions as to the health of shop assistants from the Registrar General's Returns, 5361–5364.

L.

Large Establishments. Belief that the Bill if carried would make little difference to the larger shops in the metropolis, *Debenham* 2325–2327. 2385——Evidence in approval of Clause 5, with respect to the early closing of large and general shops or stores in Edinburgh

Large Establishments—continued.

Edinburgh which carry on several classes of business; absence of hardship or inconvenience in these cases, *Jamieson* 3248–3278.

See also *General Shops and Stores.*

Leeds. Explanation that the off-license shops at Leeds are generally open from 8 or 8.30 a.m. till 11 p.m., but that comparatively few assistants are employed in those shops where draught beer is sold, *Tunnard* 5076–5082. 5099–5101.

Numbers of beer consumers at five "off" license holders' shops between 3 p.m. and 11 p.m. on certain days in March and April 1895, *App.* 233.

Lewis, Edwin. (Analysis of his Evidence.)—Is secretary to the Grocery and Provision Dealers' Assistants' Association in Liverpool, 1695. 1712.

Information respecting the great number of hours that shops in Liverpool are open per day and per week, 1696. 1727, 1728. 1746, 1747. 1777, 1778. 1818–1835——Detailed reasons for concluding that voluntary action is unsatisfactory, 1697–1702——Unanimity of the association in accepting the Bill as it stands, but with the addition of a clause to make Sunday closing compulsory, 1703–1708. 1713–1716.

Statement as to the Grocers' Employers' Association of Liverpool being in favour of the Bill, 1709–1711. 1774–1776. 1847–1852. 1874–1877——Practicability of taking Liverpool as a whole when obtaining the opinion of two-thirds of the shopkeepers, 1717–1719——Conclusion that it would be the work of the association to ascertain the desire of the traders on early closing, 1720–1725.

Opinion that where two or more trades are carried on in one shop there would be no difficulty in closing any individual department and leaving the others open, 1726. 1765–1769. 1835–1845——Inexpediency of extending the Shop Hours Regulation Act, 1732–1739. 1802–1804. 1854–1859——Discussion as to the cause of shops being kept open so late; belief that if they were closed earlier people would make their purchases earlier, 1740–1745. 1799–1801. 1803, 1804.

Examination as to the beneficial effect of the Bill, in the case of small shopkeepers, 1748–1755——Reference to the unanimous resolution in favour of the Bill passed at a large public meeting in Liverpool in January 1894; 1756–1764. 1771–1773——Reasons for believing that shorter hours are necessary for the health of the employés, 1779–1792.

Undesirability of increasing the penalties proposed by the Bill, 1805–1808——Suggestion as to the means to be employed to ensure that shops are really closed and that work is not being carried on after hours, 1809–1815——Opinion that ten o'clock would be a reasonable hour for closing on Saturdays, 1816.

Limitation of Hours. Extent to which the hours should be curtailed in those cases where they run from eighty-five to ninety hours per week, *Robinson and Younge* 3988. 4029–4031——Insufficiency as regards shop-assistants of a limitation of the hours, as under the Shop Hours Regulation Act, *Wilson* 4205–4212.

See also *Shop Hours Regulation Act.*

Ling, Thomas Pratt. (Analysis of his Evidence.)—Representation by witness of the Metropolitan Grocers' and Provision Merchants' Association; he is also largely interested in shops in the North of England and in London, 4675, 4676.

Practice at witness's shops in provincial towns to close at seven o'clock, so that the present Bill would not affect the local shops as it would shops in London, 4677, 4678. 4736–4741——Grounds for the conclusion that legislation for the compulsory closing of shops at a certain hour is inexpedient and would in London be perfectly unworkable, 4679 *et seq.*——Great prejudice to small traders and to large numbers of working men not paid till late in the evening if the shops were closed at eight o'clock, 4683–4690.

Improvement under the voluntary system as regards earlier closing in London and the adoption of a weekly half-holiday; difficulty, however, in securing a general early closing, either under the voluntary system or a compulsory system, 4691–4709——Belief that the proposed Act would never be enforced in London if it rested with the Corporation and the London Council to apply it, 4707, 4708. 4724.

Evidence to the effect that in some of the suburbs of London and in some of the leading thoroughfares the large shops outnumber the small ones, and could under the Bill enforce early closing upon the latter, greatly to their detriment, 4709–4717. 4720–4723——Effect of a compulsory system in checking the operation of the voluntary system, 4718——Local hardship under the Bill, though it would require a majority for its application and would be very troublesome to carry out, 4719–4726.

Information as to the time of closing at witness's shops in London and in provincial towns, respectively, and as to the practice of giving a weekly half-holiday, 4727–4741——Practice

Report, 1895—*continued.*

Ling, Thomas Pratt—continued.

——Practice as to the assistants at witness' shops leaving immediately after the time of closing, subject to some exceptions, 4742–4748.

Liverpool. Information respecting the great number of hours that shops in Liverpool are open per day and per week, *Lewis* 1696. 1727, 1728. 1746, 1747. 1777, 1778. 1818-1835 ——Unanimity of the Grocery and Provision Dealers Assistants' Association in accepting the Bill as it stands, but with the addition of a clause to make Sunday closing compulsory, *ib.* 1703–1708. 1713–1716——Statement as to the Grocers' Employers Association being in favour of the Bill, *ib.* 1709–1711. 1774–1776. 1847–1852. 1874–1877.

Practicability of taking Liverpool as one district when obtaining the opinion of two-thirds of the shopkeepers, *Lewis* 1717–1719——Conclusion, that it would be the work of the Grocery, &c., Association, to ascertain the desire of the traders on early closing, *ib.* 1720–1725——Reference to the unanimous resolution in favour of the Bill passed at a large public meeting in Liverpool in January 1894, *ib.* 1756–1764, 1771–1773.

Representation by witness of the Liverpool and District Grocers' Association, which comprises nearly 400 shopkeepers, *Wilson* 4106. 4226–4228——Varying hours in grocers' shops in many districts, the hours running up as high as from eighty-six to ninety weekly; long hours also in several other trades, chiefly on Fridays and Saturdays. *ib.* 4107. 4155–4161. 4175-4177. 4232——Limited success of some vigorous efforts made by the assistants to obtain earlier closing voluntarily, *ib.* 4108. 4233.

General approval of the present Bill by the association represented by witness, subject to certain amendments, *Wilson* 4109–4115——Several large demonstrations in Liverpool in favour of early closing, *ib.* 4116. 4222–4231——Conclusion, that the public would not be inconvenienced under the Bill, and that it could be applied equally over the whole city as one area, *ib.* 4117–4130. 4175–4188.

Belief that a majority of two-thirds would work well, and that grocers and other tradesmen in the outlying districts of Liverpool would not be prejudiced by the action of the larger and more central tradesmen who now close earlier than the former, *Wilson* 4123–4140. 4175–4188. 4199-4202——Long hours in small shops in side streets and in the outskirts of the city, even though the work may not be hard nor continuous; belief that, as a body, the small traders would readily come under the provisions of the Bill, *ib.* 4189–4221.

Local Authorities. Concurrence in the opinion that it should be made imperative upon the "local authorities" to enforce the Act, *Cooney* 746. 776–782; *Vicar* 1380, 1381. 1441–1444; *Maher* 3104-3108. 3129–3131——Reference to the discretion allowed to the local authority in respect of fixing the hours of closing, *Flint* 1065, 1066. 1073. 1128–1130. 1146, 1147. 1163, 1164——Opinion that no difficulty would arise in regard to a conflict of jurisdiction between local authorities, *Debenham* 2365–2367.

Advisability of empowering a town council to enforce the law for each district, *Greenwood* 2642–2644. 2676–2678——Doubt expressed as to whether the local authorities would put the Act into operation; suggestion that their action should be made compulsory, *Macpherson* 2963, 2964. 2967–2969——Desirability of making the action of the local authorities compulsory, *Maher* 3104-3108. 3129–3131——Difference of opinion upon the question whether the local authority should be bound to carry out the wishes of a majority of two-thirds, *Robinson* and *Jump* 3938–3942.

Suggestion that the hour in each town should be fixed by the local authority, *Hill* 4296, 4297. 4305–4307——Opinion that the district authorities rather than the London County Council should apply the Bill, *Gould* 4595–4600. 4670, 4671.

Objection to Clause 1 of the Bill as regards the application to the local authority for putting the Act in force, *Cushen* 4751——Suggestion on the part of the Hull Retail Grocers' Association for an alteration of Clause 1 of the Bill as regards the initiative of the local authority, *Jackson* 4997–4999.

Local Option. Approval of the local option character of the Bill; belief that it will be a great boon to shop assistants, and will not inconvenience the public, *Gould* 4584, 4585. 4661, 4662.—— *See* also *Local Authorities. Majority of Two-thirds. Voluntary System.*

London:

Reference to the Mansion House meeting of 1886 as proving the strong desire of the metropolitan shopkeepers for legislation, *Stacey* 12–16. 33–38——Detailed results of a canvas instituted in the poorer districts of London in order to ascertain the views of the shopkeepers on the Early Closing movement, *ib.* 20–33. 114–117——Enumeration of districts which, owing to their geographical features, lend themselves to the purposes of the Bill; admission that in the case of Oxford-street and Tottenham Court-road difficulties are presented, *ib.* 211–228. 249–254.

Reasons for believing in the impracticability of adopting an earlier hour than nine o'clock for general closing in London, *Grant* 1915–1921. 1998, 1999. 2007. 2182–2190

Report, 1895—*continued.*

London—continued.

2190——Reference to the unfairness that might arise in the event of a possible conflicting action of the authorities in the City and County of London, *Grant* 2099-2104. 2127–2133. 2255, 2256.

Examination as to the hours of closing in the West End; practice amongst the larger shops to close on an average at about seven o'clock for five days, and on Saturdays at two o'clock, *Debenham* 2274–2286. 2347–2357——Evidence showing the houses in the poorer districts of London average from eighty to eighty-five per week, *Macpherson* 2957, 2958——Grounds for concluding that London should form one area or district, with a uniform hour of closing for all trades, *Johnson* 3021–3037. 3039——Conclusion that London should be separated into districts, *Ward* 3058-3061. 3077–3082.

Statement that as a rule from eighty-six to ninety hours are worked per week, *Maher* 3097, 3098. 3115, 3116——Approval of the proposed Bill as regards London, subject to certain amendments, *ib.* 3100–3103.

Belief that the proposed Act would never be enforced in London if it rested with the Corporation and the London Council to apply it, *Ling* 4707, 4708. 4724——Evidence to the effect that in some of the suburbs of London, and in some of the leading thoroughfares, the large shops outnumber the small ones, and could, under the Bill, enforce early closing upon the latter, greatly to their detriment, *ib.* 4709–4717. 4720–4723.

Contention that legislative early closing, even with local option clauses, would prove unworkable in London, *Cushen* 4751——Opinion that in London the sanitary authorities rather than the County Council should make the order, applying the Act, *ib.* 4751. 4781–4783. 4963–4965——Reference to Clause 5 of the Bill as absolutely unworkable, whilst it would tend to divert business from suburban to central districts, where large shops are situated, *ib.* 4751.

Much greater indifference of shop assistants in London than of masters as regards earlier closing, their chief desire being for the weekly half-holiday, *Cushen* 4752–4769. 4787–4796. 4911–4913——Conclusion that under the Bill London would be one area, the London County Council being the local authority, *ib.* 4965, 4966.

Reference to a public meeting (of a disorderly character) at Exeter Hall in 1888, at which a resolution was passed adverse to the former compulsory closing Bill, this Bill having been totally different from that now under consideration, *Stacey* 5106–5112.

Resolution passed by the London Trades Council in support of Early Closing Bill, and of the adoption also of amendments of the Shop Assistants' Union, *App.* 242.

See also *Suburban Districts.* *Tottenham and Edmonton.*

M.

Macdonald, Miss, M.B. (Analysis of her Evidence.)—Experience of witness as a medical practitioner in London; she is now attached to the Hospital for Women in the Euston-road, 5365–5369——Injurious effect upon the health of young women in shops, not only from the long hours but from the prolonged standing, insufficient time for meals, and bad atmosphere; special reference to prolonged standing as extremely prejudicial, 5370–5390——Worse conditions and surroundings in the smaller than in the larger shops; aggravation of the mischief through the low wages, 5375–5377. 5392–5396.

Macpherson, James. (Analysis of his Evidence.)—Is secretary to the National Union of Shop Assistants, which numbers 2,000 members, 2953–2956. 2987.

Evidence showing the hours in the poorer districts of London average from eighty to eight-five per week, 2957, 2958——Absolute failure of the voluntary system, 2959——Approval of the Bill by the Association, provided certain amendments are made, 2960, 2961. 2979, 2980. 2989, 2990——Doubt expressed as to whether the local authorities would put the Act into operation; suggestion that their action should be made compulsory, 2963, 2964. 2967–2969——Desirability of requiring a majority of two-thirds necessary to revoke the Bill, 2970, 2971.

Opinion that the fines proposed by the Bill are not sufficiently heavy, 2972–2974——Necessity for inserting a clause to limit the work of the employés after closing hours to thirty minutes, 2976–2978. 2982——Improbability of the Bill prejudicing small shopkeepers, 2988——Preference given to the proposed Bill rather than to an extension of the Act of 1892; 2991–2993——Objection to the division of towns into areas, 3004–3006——Suggestion as to the manner in which the difficulty in regard to the classification of trades might be overcome, 3007–3016. 3040, 3041.

Report, 1895—*continued.*

MacRae, Robert. (Analysis of his Evidence.)—Is treasurer of the Dundee Shop Assistants' Union, which has a membership of over 500; 2396–2399. 2456, 2457.

Evidence respecting the lengthy hours customary in Dundee, 2400, 2401. 2430-2440. 2489–2496——Grounds for believing voluntary action to be ineffectual, 2402–2408. 2470-2476——Approval of the proposed Bill by the Association, 2409–2419. 2429——Unanimity of the vote returned by the employers in 1891 in favour of the Half-holiday Bill, 2420–2423.

Belief that in Dundee the necessary majority of two-thirds could be quite easily obtained, the majority of the shopkeepers of all classes being in favour of the Bill, 2427. 2458-2466. 2486——Evidence showing that although certain work has to be done by the employés after closing hours they would still feel the benefit of the Bill, 2477–2482——Expediency of including the town of Dundee in one district, 2484, 2485——Opinion that eight o'clock would be chosen as the general hour for closing, 2487, 2488. 2497–2504——Examination as to the opinion of the Trades Council at Dundee, witness representing that it is in favour of the Bill, 2505-2512.

Maher, Alfred George. (Analysis of his Evidence.)—Is a clothier's assistant; represents the United Shop Assistants' Association of London, 3095, 3096. 3117, 3118.

Statement that from eighty-six to ninety hours are worked per week, 3097, 3098. 3115, 3116——Approval of the proposed Bill, subject to certain amendments, 3100-3103——Desirability of making the action of the local authorities compulsory, 3104–3108. 3129-3131——Opinion that a two-thirds majority should be necessary to revoke the Bill, 3109, 3110. 3137-3145——Suggestion that the fines should be heavier, 3111.

View that the work of employés should cease when the shop closes, 3112–3114——Particulars respecting the constitution of the association represented by witness, 3119–3123——Experience that small traders are in favour of legislation, 3132–3134——General inefficiency of the voluntary movement, 3135, 3136——Approval of the suggestion of a time-limit, 3146–3150.

MAJORITY OF TWO-THIRDS:

Opinion that in case of votes being taken upon the question at issue it should be on the one shopkeeper one vote principle, *Stacey* 74–80——Examination respecting the difficulty to be overcome in obtaining the consent of two-thirds of any particular class of traders in each district, *ib.* 194–202.

Suggestion that the consent of the two-thirds of the traders mentioned in the Bill should apply generally and not to individual trades, *Horsman* 340–342. 345–350. 374–385. 452–454. 495-497——Evidence as to the probability of obtaining the consent of two-thirds of the shopkeepers of each class to close at a certain time, and as to the means of carrying out a canvas on the question, *Cooney* 736–743. 816–821. 890–899——Approval of the proposal to give each shopkeeper one vote only, *ib.* 939–942; *Flint* 1136–1139. 1165, 1166.

Contention that as the consent of two-thirds of the shopkeepers is necessary to enforce early closing the opinion of two-thirds should be also requisite to revoke the application of the Bill, *Vicar* 1390–1407. 1502–1504; *Beaumont* 2777. 2908; *Macpherson* 2970, 2971; *Maher* 3109, 3110. 3137–3145; *Dunwoody* 3735, 3736. *Robinson* 3947; *Stubbs* 4318–4321.

Suggestion as to the means necessary to be employed in order to obtain the opinion of two-thirds of any particular class of tradesmen, *Grant* 1929–1931. 2039–2049. 2052–2063——Improbability of the two-thirds majority ever being obtained, *Grant* 2106–2112; *Debenham* 2292, 2293. 2331——Disapproval of the Bill generally, especially on account of its permissive character, *Debenham* 2288–2296. 2314–2318. 2393–2395.

Suggestion that the Bill should not be revoked before the expiration of a fixed time, and that a majority of two-thirds should be necessary to revoke the Bill; *Ward* 3052, 3053——Recommendation that there should be an interval of six or twelve months before the decision of a majority of two-thirds could be set aside, *Robinson* 3943–3946.

Grounds for the conclusion that the two-thirds majority in favour of compulsory closing will not be obtained in every district, *Wootton* 4479-4486——Approval of the suggestion to reconsider from time to time the decision of the locality in reference to early closing, *ib.* 4507, 4508.

Local hardship under the Bill though it would require a majority for its application and would be very troublesome to carry out, *Ling* 4719–4726——Suggested substitution of "two-thirds" for "one-third" in Sub-section 2 of Clause 3, *Jackson* 5010, 5011.

See also *Local Authorities.*

MANCHESTER AND SALFORD:

Representation of the views of the Manchester Association of Shop Assistants, Clerks, and Warehousemen, which numbers about 600 members, *Horsman* 311, 312. 424–429——Evidence as to the great length of the working day in the shops of Manchester, *ib.* 313–322. 371–373. 461–466——Opinion that the voluntary action has not been very effectual, *ib.* 323–326. 334–338. 433–436. 478–481.

Desire for legislation on the part of the Manchester Association of Shop Assistants and also of the traders of Manchester, *Horsman* 328, 329. 331, 332. 339——Approval by the association of the general scope of the Bill, *ib.* 341. 370——Desire of the association that when the consent of the traders is obtained the enforcement of the Bill by the local authorities should be made compulsory, *ib.* 351–353. 386–397——Expression of doubt as to the possibility of closing at six o'clock, *ib.* 358–361. 455, 456——Details respecting the constitution and the views of the Manchester Trades' Council, *ib.* 467–473.

Examination as to the division of Manchester into districts; conclusion that if it were treated as one district there would be a large majority in favour of early closing, *Greenwood* 2554–2560. 2568, 2569. 2633. 2737–2742.

Varying hours of shop assistants in witness' district from seventy to ninety hours per week, *Robinson* 3930–3932——Concurrence in general approval of the Bill some amendments being suggested on the part of the Manchester and Salford Grocers' Association, *Robinson* and *Jump* 3954-3958. 3962, 3963. 3965——Statement as to the very long hours in the working class suburbs of the city, *Jump* 3964.

Belief that the required majority would be obtained in Manchester and Salford and that the local town councils would apply the Act, *Robinson* and *Jump* 3966-3969——Information as to the number of members of the Manchester and Salford Grocers' Association, grocers being largely represented, *ib.* 3970–3973.

Conclusion that the great majority of the shops would vote for applying the Bill, though dealers holding "off" licenses would mostly vote against its application; illustration hereon of the necessity of compulsion in the matter, *Robinson* and *Jump* 3974–3978 — Half-holiday given by many grocers in Manchester though the smaller shops frequently continue open, *ib.* 3980-3985.

Approval of the Bill both by shopkeepers and by shop assistants, there being a strong feeling that legislation is necessary, *Robinson* 3986-3991——Conclusion that in dealing with Manchester as one or more areas under the Bill the local authority would not experience any great difficulty in applying the Bill, *Jump* and *Robinson* 4048-4057.

Resolution passed by the second branch of the Amalgamated Society of Carpenters' and Joiners' in support of the Bill, *App.* 223.

Meals (Time Allowed). Information as to the time allowed in shops at Manchester for meals, *Horsman* 498–508——Intervals allowed in Glasgow for meals, *Sutherland* 683-690——Practice in witness' shop and in numerous others at Edinburgh for the assistants to go to dinner in two detachments, *Jamieson* 3345–3362.

Statement as to the extremely short time allowed for meals in some shops in Belfast, *Renton* 3492–3515——Information as to the intervals allowed to grocers' assistants at Belfast for meals, *Dunwoody* 3748–3758——Allowance in witness' shops of two hours a day for meals, *Cushen* 4905.

Allowance in witness' shops at Hull of an hour for dinner, and half-an-hour for tea, the assistants having breakfast before they come, *Jackson* 5020–5025——Grounds for statement that the usual dinner time allowed in London shops, where the assistants almost always live on the premises, is only thirty minutes, and for tea fifteen or twenty minutes, *Stacey*, 5132–5144——Belief that in provincial shops, wherever there is a regular staff of assistants, only thirty minutes are allowed for dinner, *ib.* 5145, 5146——Varying practice in Dublin in different shops as to the time allowed for meals, *Ireland* 5219–5233.

Moral Effect (Early Closing.) Effect of the Bill that great numbers of young men would be thrown on the streets at eight o'clock, whereas it would be better for them in some cases to be an hour longer in the shops, *Cushen* 4867. 4926–4934. 4936–4942. 4953-4957——Opinion that in Dublin bad results would not follow if the assistants had more time on their hands in the evening, *Ireland* 5234–5239. 5247, 5248.

Report, 1895—*continued.*

N.

National Union of Shop Assistants. Total of about 2,000 members comprised in the National Union of Shop Assistants, *Macpherson* 2953–2956. 2987——Approval of the Bill by the association, provided certain amendments are made, *ib.* 2960, 2961. 2979, 2980. 2989, 2990.

Newport (Monmouth) Grocers' Association. Resolution passed by the association in support of the Bill, *App.* 241.

Newsagents. Objection to newsagents being exempted from the Bill, *Jamieson* 3335, 3336. 3374–3378.

North of Ireland Grocers' Association. Very small grocers in Belfast, as well as large, belonging to the association, the members being practically unanimous in favour of the Bill, *Renton* 3432–3441. 3463–3470.

Nottingham. Statement as to the present Bill having been discussed at the Nottingham Congress of 1893; *Stacey* 17–19. 53, 54. 118–121.

Great inconvenience to the working classes at Nottingham if not able to purchase up to a late hour the goods sold by grocers and provision dealers; reference hereon to the late hours in the lace factories, and to the long hours of labourers who receive their wages from day to day, *Parker* 3587–3596. 3652.

Very ruinous effect upon small shopkeepers if obliged to follow the lead of large shopkeepers who voluntarily close not later than eight; question hereon whether the smaller shops, as being in a majority could not prevent the application of the Bill; witness not concurring in this view, *Parker* 3597–3617. 3621, 3622. 3635–3637. 3647–3651. 3656–3660.

O.

OFF LICENSES (GROCERS):

Concurrence in the suggestion that off license holders might be exempted from the Bill as regards the sale of liquors, *Sutherland* 655, 656. 667–669; *Stacey* 3150, 3151——Grounds for the opinion that grocers' shops holding off licenses should be included in the clause which orders that shops in which two or more classes of trade are carried on shall close for the purpose of all such trades, *Day* 1239–1246. 1286. 1326–1331; *Vicar* 1407–1414. 1445–1456. 1484–1487. 1498–1501. 1513, 1514.

Information as to the traders at Birmingham holding off licenses, witness considering that they should be exempt from the Act as regards their trade in beer, *Beaumont* 2819–2821.

Approval of early closing in the case of those grocers holding off licenses, even though publicans might be open much later; expediency of the latter having power to come under the Bill, *Renton* 3442–3472.

Representations by witness, who is Secretary to the Nottingham "Off" License Association, of the National Federation of "Off" License Holders' Association, the latter body comprising some fifty-three or fifty-four branches, *Parker* 3552–3556——Resolutions passed at the annual meetings of the Council of the Federation strongly adverse to the holders of "off" licenses for home consumption being required to close during hours when houses for consumption on the premises are allowed to remain open, *ib.* 3557–3559. 3581——Sale by witness as an "off" license holder of beer for consumption off the premises, he being also a grocer and provision dealer, *ib.* 3560.

Hardship upon witness and the numerous other "off" license holders at Nottingham, if compelled to close before the publicans and if not exempted from the proposed Act, *Parker* 3561–3570——Comparatively few "off" license holders at Nottingham who keep assistants, *ib.* 3571–3575. 3620. 3633, 3634——Prejudicial effect of the Bill in so far as a two-thirds majority of grocers could compel a minority of "off" license holders to accept early closing, *ib.* 3576–3580. 3585, 3586.

Total of 20,301 "off" license holders in England and Wales, as at 31st March 1894, *Parker* 3582–3584——Long hours in the small shops kept by "off" license holders; the work, however, not being continuous, nor heavy, *ib.* 3618–3620. 3623–2632. 3643–3646——Advocacy of grocers holding "off" licenses being exempted from the Bill, even though other grocers may be required to close early, *ib.* 3638–3643.

Witness, as President of the Sheffield "Off" Licenses Association, confirms the evidence of Mr. Parker as to the great hardship to "off" license holders generally, if not exempted from Sir John Lubbock's Bill, *Coggan* 3661 *et seq.*——Statement, showing the large public use after eight p.m. of grocers' shops in Sheffield holding "off" licenses

Report, 1895—*continued.*

Off Licenses (Grocers)—continued.

licenses for the sale of beer off the premises, *Coggan* 3666–3670——Belief that compulsory early closing would be the ruin of the "off" license trade, *ib.* 3671. 3681——Few assistants employed by "off" license holders, *ib.* 3674–3677. 3682——Difficulty and hardship in allowing "off" license holders to sell beer, and in closing their shops as regards other articles, *ib.* 3684–3688.

Representations on the part of the Leeds Off License Holders Association and of off license holders associations generally, strongly adverse to the hours of closing under Sir John Lubbock's Bill, as being not only exceedingly injurious to the trade but very inconvenient to the public, *Staines* 5034–5062——Willingness of grocers who are license holders to withdraw their opposition to the Bill if excluded from it as regards the sale of exciseable liquors, more especially of beer for consumption off the premises; claim to similar hours as the publicans in respect of beer, wines, and spirits, *ib.* 5043–5063.

Statistics as to the number of retail off licenses for England and Wales for, beer, wines, spirits, &c. respectively: great majority of cases in which beer is sold in jugs to the working classes, the business at Leeds being chiefly done between 8 and 11 o'clock in the evening, *Tunnard* 5065–5069. 5082–5090——Great injury to the holders of off-licenses and great inconvenience to the poorer classes if the former could not sell beer, &c. after 8 o'clock, *ib.* 5047–5072. 5082–5090. 5101–5103——Evidence strongly in favour of the exemption of off-license holders from Sir John Lubbock's Bill, as regard the sale of exciseable articles; withdrawal of their opposition if restricted only in respect of groceries, *ib.* 5073–5082. 5091–5098.

Paper showing the names and addresses of the president and other officers of the National Federation of "Off" License Holders' Associations and of the Secretaries of Federated Associations, *App.* 224, 225.

Return of retail "off" licenses (England and Wales) issued up to 31st March 1894; total of 31,928; *App.* 227.

Particulars as to the cost, &c. of licenses for the sale of wines and spirits for consumption off the premises, *App.* 227, 228.

Resolutions unanimously adopted at annual Council Meetings of the Federation from 1892 to 1895, inclusive; claim to exemption from Sir John Lubbock's Bill, *App.* 229.

Overtime. Suggestion that employés might be paid for overtime work, *Horsman* 398–411——Suggestions as to the means to be employed to ensure that shops are really closed and that work is not being carried on after hours, *Cooney* 786–804. 911–913. 923–925; *Lewis* 1809–1815——Consideration of difficulty of limiting the work done by employés after closing hours, *Flint* 975–977. 1082–1087. 1148–1153. 1161, 1162.

Necessity for limiting the time that a customer may remain in a shop after closing hours, *Vicar* 1418–1420——Opinion that the work of the employés should be limited to thirty minutes after closing hours, *ib.* 1420–1422. 1540–1543. 1603–1622. 1676–1680——Evidence showing that although certain work has to be done by the employés after closing hours, they would still feel the benefit of the Bill, *McRae* 2477–2482.

Necessity for inserting a clause to limit the work of the employés after closing hours to thirty minutes, *Macpherson* 2976–2978. 2982——Reasons for the necessity of a clause to limit the work of the employés after closing hours, *Johnson* 2981. 2983–2986——The work of employés should cease when the shop closes, *Maher* 3112–3114.

Practice as to the assistants at witness's shops leaving immediately after the time of closing, subject to some exceptions, *Ling* 4742–4748——Practice as to witness' assistants leaving at once when the shops are closed; doubt whether this could take place under compulsory early closing, *Cushen* 4841–4848.

See also *Police.*

P.

Parker, John. (Analysis of his Evidence.)—Witness is secretary to the Nottingham "Off" License Association, and represents the National Federation of "Off" License Holders' Associations, the latter body comprising some fifty-three or fifty-four branches, 3552–3556.

Resolutions passed at the annual meetings of the Council of the Federation strongly adverse to the holders of "off" licenses for home consumption being required to close during hours when houses for consumption on the premises are permitted to remain open, 3557–3559. 3581——Sale by witness, as an "off" license holder, of beer for consumption off the premises, he being also a grocer and provision dealer, 3560——Hardship upon witness and the numerous other "off" license holders at Nottingham if compelled to close before the publicans, and if not exempted from the proposed Act, 3561–3570.

Report, 1895—*continued.*

Parker, John. (Analysis of his Evidence)—*continued.*

Comparatively few "off" license holders at Nottingham who keep assistants, 3571–3575. 3620. 3633, 3634——Prejudicial effect of the Bill in so far as a two-thirds majority of grocers could compel a majority of "off" license holders to accept early closing, 3576–3580. 3585, 3586——Total of 20,301 "off" license holders in England and Wales, as at 31st March 1894; 3582-3584.

Great inconvenience to the working classes at Nottingham if not able to purchase up to a late the goods sold by grocers and provision dealers; reference hereon to the late hours in the lace factories and to the long hours of labourers who receive their wages from day to day, 3587-3596. 3652——Very ruinous effect upon small shopkeepers if obliged to follow the lead of large shopkeepers who voluntarily close not later than eight; question hereon whether the smaller shops, as being in a majority, could not prevent the application of the Bill, witness not concurring to this view, 3597–3617. 3621, 3622. 3635–3637. 3647-3651. 3656-3660.

Long hours in the small grocers' shops kept by "off" license holders, the work, however, not being continuous or heavy, 3618–3620. 3623-3632. 3643-3646——Approval of an application of the Shop Hours Regulation Act where the hours are excessively and injuriously long, 3629–3632. 3653, 3654.

Advocacy of grocers holding "off" licenses being exempted from the Bill, even though other grocers may be required to close early, 3638-3643——Belief that there would be a wide-spread feeling against proceedings for the enforcement of the proposed legislation, 3655.

Penalties. See Fines and Penalties.

Police. Concurrence in the proposal in the Bill to place the carrying out of the Act in the hands of the police, *Cooney* 744–748——Approval of power in the county inspector of constabulary to enter shops after the hour of closing, in order to see that customers are not being served, *Dunwoody* 3915–3921——Objection to the employment of the police for the enforcement of the Act, *Cushen* 4751.

Post Offices. Adoption of amendment that "nothing contained in any order made under this Act shall be deemed to interfere with the transactions of post office business by the occupier of any shop who is also an officer of the Post Office, *Rep.* x.

Provincial Towns. Reference to the favourable reception of the Bill at public meetings, attended by witness in all the large towns Dundee to Plymouth; list handed in, *Stacey* 39–47; *App.* 223. 237–240——Reference to the sub-division of large provincial towns into districts; Bolton would form one district, *Vicar* 1461. 1564–1567.

Practice at witness's shops in provincial towns to close at 7 o'clock, so that the present Bill would not affect the local shops as it would in London, *Ling* 4677, 4678. 4736-4741.

See also *Birmingham. Bolton. Liverpool. Manchester and Salford. Nottingham.*

Public, The (Working Classes):

Contention that customers might conveniently make their purchases earlier in the day, *Stacey* 163–176. 278. 295; *Greenwood* 2580. 2651–2653. 2656, 2657. 2684–2693——Concurrence in the opinion that the public shop late from force of habit, *Sutherland* 555–559. 659–664; *Flint* 1075–1081. 1095–1100.

Question as to the causes which may necessitate late shopping on the part of the public; belief that it is principally a matter of habit, *Vicar* 1631–1641. 1685–1690——Opinion that the proposed Act would not interfere with the convenience of the public, *Vicar* 1640–1646. 1691–1694; *Stubbs* 4324. 4347, 4348——Discussion as to the causes of shops being kept open so late; belief that if they were closed earlier people would make their purchases earlier, *Lewis* 1740–1745. 1799–1801. 1803, 1804.

Conclusion that late shopping is due to habit and indifference on the part of the customers, *Debenham* 2327–2330. 2358–2364——Examination respecting the reason for the late closing of suburban shops at Birmingham, this being mainly owing to the thoughtlessness of the public, *Beaumont* 2790, 2791. 2824. 2835-2841——Opinion that shorter hours would not inconvenience the public, *ib.* 2796, 2797. 2800. 2894–2898.

Habit rather than necessity of late shopping in the poorer districts, witness contending that the working classes would not be seriously inconvenienced by early closing, *Jamiesm* 3293-3296. 3310–3315——Concurrence in the view that the working classes and the public generally could shop earlier without inconvenience, *Jump* and *Robinson* 4062–4065. 4074–4078.

Great prejudice to small traders and to large numbers of working men not paid till late in the evening after the shops were closed at 8 o'clock, *Ling* 4683-4690——Argument

that

Report, 1895—*continued.*

Public, The (Working Classes)—continued.

that the necessities of a large portion of the public in London require shops to be kept open till a late hour, especially on Saturday, and that with numerous persons late shopping is not a mere habit, *Cushen* 4849–4863. 4890——Further statement as to the necessity of late closing in some districts in order to meet the legitimate wants of the working classes; illustration in the case of cab-drivers and dockers, *ib.* 4967–4976.

See also the *headings generally throughout the Index.*

Public Houses. Special legislation required for public-houses, *Jamieson* 3334——*See* also *Grocers.* *"Off"-Licenses.*

Public Meetings. Important public meetings at Birmingham, Liverpool, and other towns in favour of legislation, *Stacey* 5143.

R.

Refreshment Houses (Restaurants). Consideration of the difficulties in the way of determining what class of shops are included as the refreshment houses exempted from the Bill, *Stacey* 258–267——Suggestion that although restaurants are excluded from the Bill their employés should only work a certain number of hours per day, *Cooney* 880–884——Approval of the exemption of refreshment places and ham and beef shops under certain conditions, *Jamieson* 3381–3391.

Renton, Hugh. (Analysis of his Evidence.)—Representation by witness of the Belfast and North of Ireland Grocers' Association, which numbers more than 400 members, all of whom are employers, 3420. 3424–3427. 3432–3441. 3457–3459——Representation also of several other associations, all of whom have passed resolutions in favour of Sir John Lubbock's Bill, 3421–3423. 3457–3459.

Very long hours in the grocery trade in Belfast, especially in the outskirts of the city, and on Saturdays, when many shops are open till twelve, and some still later; shorter hours in the centre of the city and in the large establishments, 3428, 3429. 3461, 3462. 3479. 3489–3515. 3526–3529——Entire absence of any half-holiday in any of the trades in Belfast, 3430. 3460. 3516–3522——Repeated failure of voluntary early closing in Belfast, 3431. 3530.

Very small grocers in the city, as well as large, belonging to the North of Ireland Grocers' Association, the members being practically unanimous in favour of the Bill, 3432–3441. 3463–3470——Belief that the required majority of two-thirds for applying the Bill would be obtained, 3437–3439——Approval of early closing in the case of those grocers holding off-licenses, even though publicans might be open much later; expediency of the latter having power to come under the Bill, 3442–3472.

Evidence to the effect that trades generally in Belfast and throughout the country should have the option of coming under the Bill, witness contemplating the adoption of nine o'clock on Saturday and seven o'clock on other days of the week, 3470–3488——Statement as to the extremely short time allowed for meals in some shops, 3492–3515——Provision of seats for the shop assistants in the drapery trade, but not in other trades, 3523–3525.

Desire of the Trades Council of Belfast for early closing, 3530, 3531——Dissent from the view that closing at seven o'clock in Belfast would be an inconvenience to the working classes, the latter being decidedly in favour of earlier closing than at present, 3532–3551.

Robinson, Henry, and Charles Arthur Jump. (Analysis of their Evidence.)—(*Mr. Robinson.*) Representation by witness (as late president) of the Grocers' Association of Manchester, Salford, and district, 3926, 3927. 3929——(*Mr. Jump.*) Representation also of the association by witness, he being a member of the committtee of the association, 3928, 3929. 3962.

(*Mr. Robinson.*) Varying hours of shop assistants in witness' district from seventy to ninety hours per week, 3930–3932——Impracticability of securing early closing save by legislation, witness approving generally of Sir John Lubbock's Bill, 3933–3937——(*Mr. Robinson* and *Mr. Jump.*) Difference of opinion upon the question whether the local authority should be bound to carry out the wishes of a majority of two-thirds, 3938–3942.

(*Mr. Robinson.*) Suggestion that there should be an interval of six or twelve months before the decision of a majority of two-thirds could be set aside, 3943–3946——Expediency of a majority of two-thirds being required in order to revoke a similar majority, 3947.

(*Mr. Robinson* and *Mr. Jump.*) Suggestions as to the mode of applying early closing and a weekly half-holiday to stores and to general shops dealing in grocery,

Report, 1895—*continued.*

Robinson, Henry, and Charles Arthur Jump. (Analysis of their Evidence)—*continued.*

spirits, and various other articles, 3949. 4038–4047. 4088–4102——Difference of opinion upon the question whether the fines under the Bill should be increased, 3950–3953——Concurrence in general approval of the Bill, some amendments being suggested on the part of the Manchester and Salford Grocers' Association, 3954–3958. 3962, 3963. 3965.

(*Mr. Robinson.*) Limited extent to which the Bill might increase Sunday trading; expediency of such trading being abolished as far as possible, 3959–3961. 3992–3999. 4017–4025. 4058–4060——(*Mr. Jump.*) Dissent from the view that the Bill would increase Sunday trading, 3962. 4060, 4061——Statement as to the very long hours in the working class suburbs of Manchester, 3964.

(*Mr. Robinson* and *Mr. Jump.*) Belief that the required majority would be obtained in Manchester and Salford, and that the local town councils would apply the Act, 3966–3969——Information as to the number of members of the Manchester and Salford Grocers' Association, grocers being largely represented, 3970–3973——Conclusion that the great majority of the shops would vote for applying the Bill, though dealers holding "off"-licenses would mostly vote against its application; illustration hereon of the necessity of compulsion in the matter, 3974–3978.

(*Mr. Jump.*) Suggestion for conciliating the opponents when a two-thirds majority has been obtained; that is, by the local authority allowing exemptions on certain conditions, 3978, 3979. 4032–4038——(*Mr. Robinson* and *Mr. Jump.*) Half-holiday given by many grocers in Manchester, though the smaller shops frequently continue open, 3980–3985——(*Mr. Robinson.*) Approval of the Bill both by shopkeepers and by shop assistants, there being a strong feeling that legislation is necessary, 3986–3991.

(*Mr. Robinson* and *Mr. Jump.*) Suggestions as to the extent to which very small shopkeepers, such as those not employing assistants, should be brought under the Bill, 3988–3991. 4000–4007. 4066–4069. 4079–4087——Extent to which the hours should be curtailed in those cases where they run from eighty-five to ninety hours per week, 3988. 4029–4031——(*Mr. Jump.*) Statement as to various co-operative stores of the working classes in Lancashire being voluntarily closed at comparatively early hours without causing inconvenience to the members, 4008–4017. 4026–4028.

(*Mr. Jump* and *Mr. Robinson.*) Conclusion that in dealing with Manchester as one or more areas under the Bill, the local authority would not experience any great difficulty in applying the Bill, 4048–4057——Concurrence in the view that the working classes and the public generally could shop earlier without inconvenience, 4062–4065. 4074–4078.

(*Mr. Robinson.*) Expediency of early closing in the interests of health, especially in the smaller shops, 4070–4074——Full opportunity to the working classes to shop by 10 o'clock on Saturday, 4075–4078——(*Mr. Jump.*) Want of shorter hours in the grocery trade on the score of recreation rather than of health, 4081–4087——(*Mr. Robinson.*) Grounds for objecting to a proviso that grocers should be liable to be fined if their assistants are employed on the premises more than thirty minutes after the time of closing, 4103–4105.

Rural Districts. Consideration of the hours of work in rural districts and small towns; belief that they are shorter than in large towns, and that there is a great extension of the weekly half-holiday, *Stacey* 124–138.

S.

Saturday. Reference to a suggestion made at the Nottingham Congress by which traders who had habitually closed early on Saturdays should be exempted from the day of closing voted by their trade, *Stacey* 203–210——Concurrence in the suggestion made at the Nottingham Congress respecting the exemption of traders who habitually close on Saturdays, *Flint* 978–980. 1031–1036. 1140–1144.

Preference for 10 o'clock as the hour of closing on Saturdays, *Flint* 1131–1135. 1167; *Lewis* 1816——Grounds for suggesting that 8 o'clock should be the general time for closing on Saturdays, *Day* 1247–1255. 1267–1278. 1302, 1303. 1346–1359——Opinion that 9 o'clock would be a reasonable time for closing on Saturday, provided that the Wednesday half-holiday is retained, *Vicar* 1505–1507.

Impracticability of making the Saturday half-holiday apply to all shops, *Grant* 1939–1942——Full opportunity to the working classes to shop by 10 o'clock on Saturday, *Robinson* 4075–4078.

Opinion that there is no necessity as regards the working classes of shops being open on Saturdays till midnight: opinion that they should close at 10 or 10.30, *Wilson* 4234–4236——Suggestion that 10 o'clock on Saturdays and 8 o'clock on other days would be convenient hours for closing, as at Bolton, *Stubbs* 4350–4356. 4377–4393.

Report, 1895—*continued.*

Saturday—continued.

Closing of the numerous shops in which witness is interested at about nine o'clock, except on Saturdays, when they are open till eleven or twelve; absolute necessity of late closing on Saturday, *Cushen* 4760-4780. 4797–4812. 4825-4841. 4897–4904.

See also *Half-Holiday. Public, The.*

Scotland. Statement that there is no general half-holiday in Glasgow and Edinburgh, although the custom prevails in smaller towns and villages in Scotland, *Sutherland* 620–632. 657, 658. 705–708.

As chairman of the Scottish Shopkeepers and Assistants' Union witness supplies detailed information respecting the constitution of the union, which now numbers 2,500 members, *Cooney* 709–718. 770–772. 903–906.

Influence of the Scottish Shopkeepers' Union chiefly among the smaller class of shopkeepers, assistants being also comprised in the union, and both classes being strongly in favour of the present Bill, *Jamieson* 3154–3158. 3179 *et seq.* 3321–3324; *App.* 234——Strong approval by the Shopkeepers' Union of the general provisions of the present Bill, especially as regards compulsory earlier closing in the evening, *Jamieson* 3181-3193. *App.* 234.

Inaccuracy of statements as to "The Draper's Record" and "The Grocer" being adverse to the Bill, *Jamieson* 3194–3199——Expediency of the Bill being applied to England and Scotland at the same time, *ib.* 3319, 3320.

See also *Dundee. Edinburgh. Glasgow.*

Seats for Shop Assistants. Provision of seats for the shop assistants in the drapery trade in Belfast, but not in other trades, *Renton* 3523–3525——Opportunities generally for assistants to sit down, though seats are not specially provided, *Cushen* 4763–4767.

Sheffield. Number of customers at ten "off" license shops between the hours of 8 p.m. and 11 p.m. on Friday 5th April 1895; *App.* 226.——*See* also *Off Licenses.*

Shop Hours Regulation Bill. Question as to the practicability of extending the Shop Hours Regulation Bill to adult labour; opinion that compulsory closing would be more effectual, *Stacey* 154–169——Desirability of inserting a clause to ensure that early closing would benefit the employés; belief that such clause would be more effectual than an extension of the Shop Hours Regulation Bill, *Horsman* 365–368. 398. 411–421. 430-433. 437-451. 509–513.

Reasons for believing that the extension of the Shop Hours Act would not be as efficacious as the Early Closing Bill, *Cooney* 721-725. 749-757. 877——Conclusions adverse to the extension of the Shop Hours' Act, *Flint* 1050–1064. 1074. 1154–1157; *Lewis* 1732–1739. 1802–1804. 1854-1859; *Beaumont* 2865–2874. 2950–2952——Belief that the extension of the Shop Hours Act would not receive the unanimous support of the shopkeepers, *Vicar* 1553. 1580-1583.

Conclusion favourable to the extension of the Shop Hours Regulation Act provided it does not apply to adult men, *Grant* 1957–1960. 2093–2098. 2156–2161. 2246. 2252——Preference given to the proposed Bill rather than to an extension of the Act of 1892; *Macpherson* 2991–2993.

Very satisfactory working in Edinburgh of the Shop Hours Regulation Act, limiting the employment of young persons under the age of eighteen to seventy-four hours a week, *Jamieson* 3412–3416——Approval of an application of the Shop Hours Regulation Act where the hours are excessively and injuriously long, *Parker* 3629–3632. 3653, 3654.

Small Tradesmen (*Domestic Shops*). Reasons for thinking it desirable that small tradesmen should be included in the Early Closing Act, *Cooney* 808–814. 867–876. 917, 918. 922; *Day* 1260-1266. 1296–1299. 1306–1308——Evidence showing the necessity of including small domestic shops in the proposed Bill, *Vicar* 1528-1539. 1554–1561. 1575–1579. 1663, 1664——Examination as to the beneficial effect of the Bill in the case of small shopkeepers, *Lewis* 1748-1755.

Difficulty in classifying shops so as to apply different treatment to the smaller classes; approval, however, by witness' association, of the exclusion of very small shops from the Bill, though it is not the view of witness, *Wilson* 4143–4154. 4162–4171.

Probability that were the Bill enforced it would practically ruin small tradesmen, *Grant* 2086. 2107–2118. 2158——Belief that legislation would not injure the smallest shopkeepers, *Beaumont* 2807. 2812. 2842, 2843. 2850. 2943–2946; *Macpherson* 2988——Experience to the effect that small traders are in favour of legislation, *Maher* 3132-3134.

Report, 1895—*continued.*

Small Tradesmen (*Domestic Shops*)—continued.

Approval of the smaller shopkeepers who do not keep assistants being bound by a majority of two-thirds, *Dunwoody* 3802-3809——Decided support of the Bill by small as well as large shopkeepers in Belfast and by the general public, *ib.* 3819-3829.

Suggestions as to the extent to which very small shopkeepers, such as those not employing assistants, should be brought under the Bill, *Robinson* and *Jump* 3988–3991. 4000–4007. 4066–4069. 4079–4087——Discussion as to the advisability of including small domestic shops in the Bill; grounds for believing that they should be included, *Gould* 4601–4606. 4622–4624. 4647–4660.

See also *Belfast. Bolton. Edinburgh. Liverpool. Nottingham.*

Southport. Strong approval of the Bill by the Southport and District Grocers and Provision Dealers' Association; its extension recommended, *App.* 242.

Stacey, James Austin. (Analysis of his Evidence.)—Is secretary of the Early Closing Association; has held that position for nearly twenty years, and is fully conversant with the work done by the society, 1–4. 139.

Evidence showing that, with the exception of the mid-weekly closing, small progress has been made under the voluntary system since the previous Committee of 1886; 5–11. 81. 93-96——Grounds for believing that voluntary action is and will be inadequate, 12. 56. 146–151.

Reference to the Mansion House meeting as proving the strong desire of the shopkeepers for legislation, 12–16. 33–38——Comment upon the willingness of the grocery trade to support legislation, 16. 97–103——Statement as to the present Bill having been discussed at the Nottingham Congress of 1893; 17–19. 53, 54. 118–121.

Detailed results of a canvass instituted in the poorer districts of London in order to ascertain the views of the shopkeepers on the early-closing movement, 20–33. 114–117 —— Reference to the favourable reception of the Bill at public meetings attended by witness in all the large towns from Dundee to Plymouth; list handed in, 39–47—— Resolutions passed by the Trades Councils of London, Birmingham, Liverpool, &c., in favour of an Early Closing Bill, 48–53. 62, 63.

Grounds for conclusion that shops at Brixton, Clapham, and other suburban districts are open from eighty to eighty-two hours per week, 56–61. 177–184. 298–308—— Opinion that in case of votes being taken it should be on the one-shopkeeper-one-vote principle, 74–80——Examination respecting the legislation of the colonies in regard to early closing; belief that it has been successful, 82–92.

Consideration of the hours of work in rural districts and small towns; belief that they are shorter than in larger towns, and that there is a great extension of the weekly half-holiday, 124–138—— Question as to the practicability of extending the Shop Hours Regulation Bill to adult labour; opinion that compulsory closing would be more effectual, 154–169——Contention that customers might conveniently make their purchases earlier in the day, 163-176. 278. 295.

Evidence showing that the benefit of the weekly half-holiday is counteracted by the shops being kept open later on other days, 177-184——Consideration of questions raised as to the meaning of the term "district," and as to the parties for determining the same under the Bill, 191–193. 244–251——Examination respecting the difficulty to be overcome in obtaining the consent of two-thirds of any particular class of traders in each district, 194–202.

Reference to a suggestion made by the Nottingham Congress by which traders who had habitually closed early on Saturdays should be exempted from the day of closing voted by their trade, 203-210——Enumeration of districts which, owing to their geographical features, lend themselves to the purposes of the Bill; admission that in the case of Oxford street and Tottenham Court-road difficulties are presented, 211–228. 249-254——Discussion as to the manner in which large places of business, such as Whiteley's, would be classified for early closing, 229–244.

Consideration of the difficulties in the way of determining what class of shops are included as the refreshment houses exempted from the Bill, 258–267——Statement that chemists are included in the Bill by their own desire, 268-276——Argument that the Bill is desirable for two reasons, namely, the physical health of the employés and for economical reasons in regard to shopkeepers, 279–297.

[Second Examination.]—Resolutions handed in, as passed by trades councils and at different public meetings, in support of early closing as under Sir John Lubbock's Bill, 5104, 5105——Reference to a public meeting (of a disorderly character) at Exeter Hall in 1888, at which a resolution was passed adverse to the former Compulsory Early Closing Bill, this Bill having been totally different from that now under consideration, 5106–5112 ——Important public meetings at Birmingham, Liverpool, and other towns, in favour of legislation, 5143.

Absence

Report, 1895—*continued.*

Stacey, James Austin. (Analysis of his Evidence)—*continued.*

Absence of any practical difficulty in working Clause 5 of the Bill as regards the weekly half-holiday in the case of general shops; good prospect of Thursday being adopted in the different trades in London, 5114-5131. 5147-5149——Importance of legislation as a means towards a permanent half-holiday, 5118.

Grounds for statement that the usual dinner-time allowed in London shops, where the assistants almost always live on the premises, is only thirty minutes, and for tea, fifteen or twenty minutes, 5132-5144——Belief that in provincial shops, wherever there is a regular staff of assistants, only thirty minutes are allowed for dinner, 5145, 5146.

Concurrence in the suggestion that off-license holders might be exempted from the Bill as regards the sale of exciseable articles, 5150, 5151 ——Approval of houses which close early on Saturday being exempt from the provisions as regards a half-holiday or any other day, 5152.

Staines, Joseph. (Analysis of his Evidence.)—Representations on the part of the Leeds Off-License Holders' Association, and of off-license holders' associations generally, strongly adverse to the hours of closing under Sir John Lubbock's Bill, as being not only exceedingly injurious to the trade but very inconvenient to the public, 5034-5062 ——Willingness of grocers who are off-license holders to withdraw their opposition to the Bill if excluded from it as regards the sale of exciseable liquors, more especially of beer, for consumption off the premises; claim to similar hours as the publicans in respect of beer, wines, and spirits, 5043-5063.

Stubbs, Thomas. (Analysis of his Evidence.)—Is a draper, and is Honorary Secretary of the Bolton Drapers' Association, 4308. 4360, 4361.

Statement that the association consists of employers and does not include assistants, 4309-4311. 4362-4366——Evidence showing that the general hours of the trade at Bolton average about seventy-two per week, 4312. 4394——Reference to the utter failure of voluntary action in shortening the hours, 4313-4315——Approval of the proposed Bill by the Drapers' and the Grocers' Associations, 4316. 4319. 4325-4333. 4341.

Suggestion that a majority of two-thirds should be necessary to revoke the Bill, 4318-4321——Opinion that small shopkeepers are strongly in favour of the Bill, 4322, 4323. 4367-4376——Belief that the Bill will not prove inconvenient to the public, 4324. 4347, 4348——Desirability of including Bolton in one area, 4338-4340.

Improbability of the clause relating to shops where trades of two or more classes are carried on causing any difficulty in Bolton, 4342-4346——Suggestion that ten o'clock on Saturdays and eight o'clock on other days would be convenient hours for closing, 4350-4356. 4377-4393.

Suburban Districts (*London*). Grounds for conclusion that shops at Brixton, Clapham, and other suburban districts are open from eighty to eighty-two hours per week, *Stacey* 56-61. 177-184. 298-308.——*See* also *London. Tottenham and Edmonton.*

Sunday Closing. Examination as to Sunday closing; possibility of the Bill being made applicable to Sundays, *Flint* 1120-1127——Limited extent to which the Bill might increase Sunday trading; expediency of such trading being abolished as far as possible, *Robinson* 3959-3961. 3992-3999. 4017-4025. 4058-4060——Dissent from the view that the bill would increase Sunday trading, *Jump*, 3962. 4060, 4061.

Sutherland, George. (Analysis of his Evidence.)—Is chairman of the North Western Shopkeepers' Association of Glasgow; also represents the South Eastern Grocers' Association, 514-517.

Particulars respecting the above-mentioned associations, both consisting of traders, 517-527. 549——Opinion that very little progress has been made by the voluntary movement towards shortening the working hours, 528-530. 534-537. 670-672. 704. ——Evidence respecting the lengthy hours of business in Glasgow, 531-533. 550-554. 560-578. 633-636. 696, 697——Approval of the Early Closing Bill by both Associations represented by witness, 538-541. 547, 548.

Discussion respecting the ambiguity of the word "district" as used in the Bill, 542-544. 593-598——Reference to difficulties that may arise in the classification of trades, 545, 546. 599-619. 644-651——Opinion that the public shop late from force of habit, 555-559. 659-664——Several grounds for desiring shorter hours, 579-589. 637.

Statement that there is no general half-holiday in Glasgow and Edinburgh although the custom prevails in smaller towns and villages, 620-632. 657, 658. 705-708——Opinion that licensed grocers and people holing off-licenses might be allowed to remain open for the sale of liquors only, 655, 656. 667-669——Suggestion that chemists might be exempted from the Bill, 665, 666.

Report, 1895—*continued.*

Sutherland, George. (Analysis of his Evidence)—*continued.*

Impracticability of making the usual hour of closing in Glasgow earlier than seven o'clock, 674–682——Information as to the length of the intervals allowed in Glasgow shops for meals, 683–690——Belief that the long hours of business may partly account for the dearth of shop assistants, 698–703.

T.

Tally System. Desirability of bringing the tally man under the operation of the Act, *Ward* 3054. 3088–3090.

Time Limit. Approval of the suggestion of a time limit, *Maher* 3146–3150. *See* also *Shop Hours Regulation Act.*

Tobacconists. Reasons for approving of the exemption of tobacconists from the Bill, *Vicars* 1423. 1480–1485. 1488–1496. 1510–1512——Doubt whether tobacconists should be exempted from the Bill, *Jamieson* 3331. 3373.

Tottenham and Edmonton. Information as to the great number of hours for which the shops are apen in the district comprising Tottenham and Edmonton, *Ward* 3047——Statement that the feeling of the small tradesmen in the district is in favour of legislation, *ib.* 3048, 3049. 3057. 3083——Approval of the proposed Bill by the association subject to one or two conditions, *ib.* 3050–3052——Probability that 8.30 or nine o'clock would be the hour chosen for closing in witness' district, *ib.* 3069–3082.

Trade Journals. Statement to the effect that the majority of the trade journals are against the Bill, *Grant* 1924. 2162–2165. 2231–2240. 2257–2263.

Trades Councils.—Resolutions passed by the trades councils of London, Birmingham, Liverpool, &c., in favour of an Early Closing Bill, *Stacey* 48–52. 62, 63.

Resolutions handed in, as passed by trades councils and at different public meetings, in support of early closing as under Sir John Lubbock's Bill, *Stacey* 5104, 5105; *App.* 237–240.

Copies of resolutions passed by several trades councils and local bodies in support of the Bill, *App.* 223. 237–240.

Tradesmen (Generally). Question as to the general feeling of tradesmen in regard to the Bill; belief that many have had no opportunities of considering it, and that public meetings should be held in order to arrive at their opinion, *Grant* 2087, 2088. 2105. 2170. 2176–2178.

Tunnard, John. (Analysis of his Evidence.)—Witness is honorary secretary of the Leeds and District Off-License Holders' Protection Association, and is a member of the Parliamentary Committee of the Off-License Holders' Federation, 5064.

Statistics as to the number of retail off-licenses for England and Wales, for beer, wine, spirits, &c., respectively; great majority of cases in which beer is sold in jugs to the working classes, the business at Leeds being chiefly done between eight and eleven o'clock in the evening, 5065–5069. 5082–5090——Great injury to the holders of off-licenses and great inconvenience to the poorer classes if the former could not sell beer, &c., after eight o'clock, 5067–5072. 5082–5090. 5101–5103.

Evidence strongly in favour of the exemption of off-license holders from Sir John Lubbock's Bill, as regards the sale of exciseable articles; withdrawal of their opposition if restricted only in respect of groceries, 5073–5082. 5091–5098——Explanation that the off-license shops at Leeds are generally open from eight or 8.30 a.m. till eleven p.m., but that comparatively few assistants are employed in those shops where draught beer is sold, 5076–5082. 5099–5101.

U.

Uniform Hour of Closing. Belief that all trades might adopt the same hour for closing, *Day* 1283–1286. 1300–1305——Disapproval of adopting a general hour, irrespective of districts, for weekday closing, *Greenwood* 2612–2616. 2633–2637. 2645–2647. 2672–2675.

United Shop Assistants' Association. Representation by witness of the views of the United Shop Assistants' Association of London, *Maher* 3095 *et seq.*——Particulars respecting the constitution of the Association, *ib.* 3119–3123.

V.

Vicar, Archibald. (Analysis of his Evidence.)—Has been Secretary of the Bolton and District Shop Assistants' Association for the last six months, 1360, 1361. 1426–1429.

Details respecting the constitution of the Association; it numbers 205 members, 1362, 1363. 1430, 1431.——Evidence showing that the shops at Bolton are open from 63½ to 69½ hours per week, 1364. 1464–1470. 1474–1479. 1522–1525. 1584–1593. 1660–1662——Grounds for believing that voluntary action is unsuccessful, 1365–1368.

Statement that the general scope of the Bill meets with the approval of the Bolton Association, 1369–1373. 1424, 1425——Opinion that early closing should be comprehensive and not apply to individual trades, 1374–1379. 1457–1463. 1508, 1509. 1568–1571. 1594–1602——Suggestion that the action of the local authorities in regard to the application of the Bill should be made compulsory, 1380, 1381. 1441–1444——Desirability of enforcing early closing throughout the entire year and not relaxing it at any special season, 1382–1389.

Contention that as the consent of two-thirds of the shopkeepers is necessary to enforce early closing, the opinion of two-thirds should also be requisite to revoke such law, 1390–1407. 1502–1504——Opinion that grocers' shops holding off-licenses should be included in the clause which orders that 'shops in which two or more classes of trade are carried on shall close for the purpose of all such trades,' 1407–1414. 1445–1456. 1484–1487. 1498–1501. 1513, 1514——View of the Association that the fines suggested in the Bill are not sufficiently heavy, 1414–1417. 1432–1440.

Necessity for limiting the time that a customer may remain in a shop after closing hours, 1418–1420——Opinion that the work of the employés should be limited to thirty minutes after closing hours, 1420–1422. 1540–1543. 1603–1622. 1676–1680——Reasons for approving of the exemption of tobacconists from the Bill, 1423. 1480–1485. 1488–1496. 1510–1512——Reference to the sub-division of towns into districts; Bolton would form one district, 1461–1463. 1564–1567.

Belief that nine o'clock would be a reasonable hour for closing on Saturdays provided that the Wednesday half-holiday is retained, 1505–1507——Examination as to the general hours at which shopping is done in Bolton; about seven o'clock is the busiest time, 1515–1521——Undesirability of choosing six o'clock as a general closing hour in the early stages of the operation of the Bill, 1526, 1527. 1530, 1531.

Evidence showing the necessity of including small domestic shops in the proposed Bill, 1528–1539. 1554–1561. 1575–1579. 1663, 1664——Conclusion that the extension of the Shop Hours Act would not receive the unanimous support of the shopkeepers, 1544–1553. 1580–1583——Question as to the causes which may necessitate late shopping on the part of the public; belief that it is principally a matter of habit, 1631–1641. 1685–1690.

Opinion that the proposed Act would not interfere with the convenience of the public, 1640–1646. 1691–1694——Information as to the cash and credit trade, respectively, in Bolton; conclusion that the credit customers are to a large extent the cause of late closing, 1647–1656——Reference to a meeting of the Bolton Trades Council, and also to a meeting held at Bolton in 1888, at both of which unanimous resolutions were passed in favour of legislation, 1657–1659. 1665–1669. 1672–1675. 1681–1684.

Voluntary System:

Evidence showing that, with the exception of the mid-weekly closing, small progress has been made under the voluntary system since the Select Committee of 1886; *Stacey* 5–11. 81. 93–96——Grounds for believing that voluntary action is and will be inadequate, *ib.* 12. 56. 147–151.

Concurrence in the conclusion that voluntary action has proved a failure and that compulsory regulations are required, *Cooney* 914–916; *Flint* 1182–1187; *Day* 1279, 1280; *Vicar* 1365–1368; *Lewis* 1697–1702; *MacRae* 2402–2408. 2470–2476; *Beaumont* 2770–2774. 2822; *Macpherson* 2959; *Maher* 3135, 3136.

Grounds for the conclusion that in London there has been a great improvement in regard to early closing, and that it has been entirely due to voluntary effort, *Grant* 1886–1891. 1902. 1943, 1944. 2001–2006. 2076–2079. 2084, 2085. 2166–2169, 2172–2175. 2203–2207——Reasons which induced witness to leave the old Early Closing Association and start a Voluntary Early Closing Association, *ib.* 1896–1898. 1972–1977. 2218, 2219——Contention that voluntary action is better than compulsion, *ib.* 1899–1901. 1945. 1952–1956. 2062–2070. 2140–2155. 2179–2181——Belief that the Voluntary Society will eventually succeed in shortening the daily hours, *ib.* 1914.

Particulars respecting the district included in the work of the Voluntary Early Closing Association, *Grant* 1947–1951——Examination as to the views of witness

Report, 1895—*continued.*

Voluntary System—continued

seven or eight years ago in regard to legislation; admission that he signed a report in favour of the Early Closing Bill in 1887, and voted in its favour at a congress at Glasgow, *Grant* 2203–2217. 2241–2246.

Concurrence generally in the views expressed by Mr. Bryce Grant. *Debenham* 2267–2269. 2319—— Grounds for the opinion that voluntary effort has made and is still making good progress, both as regards the half-holiday and the general hours of closing, *ib.* 2269–2272. 2297–2313. 2320–2324. 2372, 2373——Belief as to voluntary effort being more efficacious than legislation, *ib.* 2368–2392.

Statement that in the neighbourhood of Ashton-under-Lyne voluntary arrangements have been very effective except with regard to Sunday labour; but that they have failed when applied to large cities, such as Manchester, *Greenwood* 2543–2553. 2669, 2670. 2686–2688. 2703, 2704. 2757–2759. 2765–2767——Conclusion that voluntary action as regards early closing is inadequate, and that statutory and compulsory provisions are necessary, *Jamieson* 3178. 3229. 3316, 3317. 3337–3344——Impracticability of securing early closing save by legislation; witness approving generally of Sir John Lubbock's Bill, *Robinson* 3933–3937.

Improvement under the voluntary system as regards earlier closing in London, and the adoption of a weekly half-holiday; difficulty, however, in securing a general early closing, either under the voluntary system, or a compulsory system, *Ling* 4691–4709——Effect of a compulsory system in checking the operation of the voluntary system, *Ling* 4718; *Cushen* 4864–4866.

Grounds for denying that the system of voluntary early closing has proved a failure, *Cushen* 4751. 4784–4786. 4819, 4820. 4829—— Explanation that witness is and always has been in favour of earlier closing by voluntary action; illustrations to this effect, *ib.* 4867–4869. 4882–4889. 4906–4910. 4943–4952. 4980, 4981–4984. 4992.

W.

Ward, Leonard Edgar. (Analysis of his Evidence.)—Has been a tradesman for thirteen years, and is Honorary Secretary of the Tottenham and Edmonton Early Closing Association, 3043–3046. 3062-3064.

Information as to the great number of hours for which the shops are open, 3047—— Statement that the feeling of the small tradesmen is in favour of legislation, 3048, 3049. 3057. 3083——Approval of the proposed Bill by witness' Association subject to one or two conditions, 3050–3052——Suggestion that the Bill should not be revoked before the expiration of a fixed time, and that a majority of two-thirds should be necessary to revoke the Bill, 3052, 3053.

Desirability of bringing the tally-man under the operation of the Act, 3054, 3088–3090 — Conclusion that London should be separated into districts, 3058–3061. 3077–3082——Probability that 8.30 or 9 o'clock would be the hour chosen for closing, 3069-3082——Statement that the weekly half-holiday is not general, 3084, 3085. 3091–3094.

Weekly Hours. Desirability of inserting a clause in the Bill that would limit the weekly hours of the assistants, *Cooney* 725–728. 783–786. 909, 910.

See also *Shop Hours Regulation Act.* *Time Limit.*

Wilson, Hartley. (Analysis of his Evidence.)—Witness is President of the Liverpool and District Grocers' Association, which represents nearly 400 shops, 4106. 4226–4228.

Varying hours in grocers' shops in Liverpool, in many districts the hours running up as high as from eighty-six to ninety weekly; long hours also in several other trades, chiefly on Fridays and Saturdays, 4107. 4155–4161. 4175–4177. 4232——Limited success of some vigorous efforts made by the assistants to obtain earlier closing voluntarily, 4108. 4233 —— General approval of the present Bill by the Association represented by witness, subject to certain amendments, 4109–4115——Several large demonstrations in Liverpool in favour of early closing, 4116. 4222–4231.

Conclusion that in Liverpool the public would not be inconvenienced under the Bill, and that it could be applied equally over the whole city as one area, 4117–4130. 4175–4188——Belief that a majority of two-thirds would work well, and that grocers and other tradesmen in the outlying districts would not be prejudiced by the action of the larger and more central tradesmen who now close earlier than the former, 4123–4140. 4175–4188. 4199–4202.

Advocacy of the Bill on the score both of health and recreation, 4141, 4142. 4172–4174. 4213–4215——Difficulty in classifying shops so as to apply different treatment to the smaller class; approval, however, by witness' Association of the exclusion of very small shops from the Bill, though this is not the view of witness, 4143–4164.

Wilson, Hartley. (Analysis of his Evidence)—*continued.*

4143–4154. 4162–4171———Long hours in small shops in side streets and in the outskirts of the city even though the work may not be hard nor continuous; belief that as a body the small traders would readily come under the provisions of the Bill, 4189–4221.

Insufficiency, as regards shop assistants, of a limitation of the hours, as under the Shop Hours Regulation Act, 4205–4212——Opinion that there is no necessity, as regards the working classes, of shops being open on Saturdays till midnight; opinion that they should close at 10 or 10.30; 4234–4236.

Wootton, Alfred Charles. (Analysis of his Evidence.)—Is Editor of "The Chemist and Druggist" newspaper, 4395.

Detailed information respecting two circulars issued by witness with the view of obtaining the opinion of chemists respecting early closing; the majority were in favour of the Bill, 4396–4412. 4450–4461. 4509. 4530–4537——Belief that it will be impossible to carry out the clause relating to shops where two or more trades are carried on, 4414–4416.

Examination as to the working of the clause in the Bill permitting chemists to sell drugs, &c., after the shop is closed; opinion that it offers no practical difficulty, 4420–4449. 4465–4478———Grounds for the conclusion that the two-thirds majority in favour of compulsory closing will not be obtained in every district, 4479–4486.

Consideration of the question of areas; belief that difficulties will be presented, 4487–4506. 4538–4542———Approval of the suggestion to reconsider from time to time the decision of the locality in reference to early closing, 4507, 4508——Information respecting the long hours for which chemists' shops are open, 4509–4529.

Working Classes. See *Public, The.*

Y.

Yorkshire. Statement that the general feeling of the West Yorkshire Federated Chamber of Trade, represented by witness, has always been in favour of legislation, *Day* 1190, 1191———Detailed information respecting the holidays and hours of closing in Batley, Sheffield, Leeds, Huddersfield and other important centres in Yorkshire, *ib.* 1192–1218——Examination as to the lengthy hour worked by employés; acquiescence in the proposal to secure them a reasonable time for leisure, *ib.* 1256–1259. 1287–1295. 1309–1318.